NPS Form 10-900b
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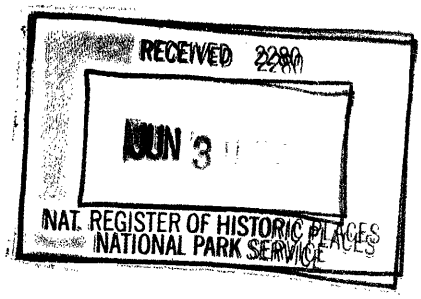


OMB Approval No. 1024—0018
(Expires Jan. 2005)

**United States Department of the Interior**
**National Park Service**

# National Register of Historic Places Multiple Property Documentation Form

This form is used for documenting multiple property groups relating to one or several historic contexts. See instructions in *How to Complete the Multiple Property Documentation Form* (National Register Bulletin 16B). Complete each item by entering the requested information. For additional space, use continuation sheets (Form 10-900-a). Use a typewriter, word processor, or computer to complete all items.

☒ New Submission ___ Amended Submission

## A. Name of Multiple Property Listing

Federal and State Correctional Institutions in Ohio

## B. Associated Historic Contexts

(Name each associated historic context, identifying theme, geographical area, and chronological period for each.)

Federal and State Correctional Institutions in Ohio, 1837-1956

## C. Form Prepared by

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## D. Certification

As the designated authority under the National Historic Preservation Act of 1966, as amended, I hereby certify that this documentation form meets the National Register documentation standards and sets forth requirements for the listing of related properties consistent with the National Register criteria. This submission meets the procedural and professional requirements set forth in 36 CFR Part 60 and the Secretary of the Interior's Standards and Guidelines for Archeology and Historic Preservation. (☐ See continuation sheet for additional comments.)

Barbara Powers — Dept. Head, Inventory & Registration — June 26, 2006

Signature and title of certifying official — Date

Ohio Historic Preservation Office, Ohio Historical Society

State or Federal Agency or Tribal government

I hereby certify that this multiple property documentation form has been approved by the National Register as a basis for evaluating related properties for listing in the National Register.

for Patrick Andrus — 8/11/2006

Signature of the Keeper — Date of Action

## Table of Contents for Written Narrative

Provide the following information on continuation sheets. Cite the letter and the title before each section of the narrative. Assign page numbers according to the instructions for continuation sheets in *How to Complete the Multiple Property Documentation Form* (National Register Bulletin 16B). Fill in page numbers for each section in the space below.

**Table of Contents for Written Narrative**

## E. STATEMENT OF HISTORIC CONTEXT

### INTRODUCTION

This Multiple Property Documentation (MPD) form was prepared for the Ohio Department of Rehabilitation and Corrections (DRC) to assist the DRC and other agencies, organizations, and groups in efforts to identify the types of properties at DRC correctional institutions that are likely to meet the National Register of Historic Places' (NRHP) Criteria for Evaluation. The statement of historic context focuses on the political, social, and economic forces that shaped the development of the State of Ohio's correctional institutions. The period of significance, 1815–1956, encompasses the period in which the state's first correctional institution was opened, the Ohio Penitentiary in 1813 to 1815, and fifty years ago, the latter the length of time suggested by the NRHP's Criteria for Evaluation that it takes to develop sufficient perspective to understand a property's historical significance. Because the state's correctional institutions of this period are located throughout the state, the geographical area covered by the MPD is the State of Ohio.

The development of the state's correctional institutions is an important chapter in the state's history. Governors and state legislatures have spent considerable effort and money on addressing their responsibility for protecting the public welfare through the incarceration of criminals. Nine areas of significance have been identified as being associated with the history of the State of Ohio's correctional institutions between 1815 and 1956. They are agriculture, architecture, commerce, community planning and development, health/medicine, industry, law, politics/government, and particularly social history, the latter addressing efforts promoting the public welfare. The theme that dominates the history of Ohio's correctional institutions during this period is reform; reform of the prisoners, reform of the physical institutions in which they were incarcerated, and reform of the administrative system that managed the inmates and the correctional facilities.

By necessity the statement of historic context provides some background on the development of the Ohio Penitentiary in Columbus even though this institution has been demolished. For forty-one years, between 1815 and 1856, the Ohio Penitentiary was the only correctional institution operated by the State of Ohio. The development of the Ohio Penitentiary played an important role in the establishment of many of the state's other correctional institutions.

It is important to note that the MPD form addresses properties, i.e., buildings, structures, historical sites, objects, designed landscapes, and districts, more than fifty years of age related to incarcerating or rehabilitating criminals at DRC correctional institutions regardless of whether or not these properties were originally constructed as part of such institutions. It does not, however, address DRC facilities of administrative or other non-correctional institutional function, or former correctional institutions no longer managed by the DRC.

Nor does the MPD form address the significance, integrity, or registration requirements of the archaeological components that are thematically associated with, and in the proximity of, the associated property types identified in the MPD, or of the thematically associated but spatially distinct archaeological sites related to the MPD that are likely to exist on some or possibly all DRC properties. The scope of work under which the MPD was prepared did not include addressing this matter. Guidance provided by the United States Department of the Interior, National Park Service, Interagency Resources Division on preparing MPD forms acknowledges that MPD forms may be prepared without addressing all associated property types, including archaeological sites.

> "Practical considerations, such as staff, time, amount and source of funding, availability of information, and expertise, may help determine how many and which historic contexts and property types are treated. Planning concerns, such as development pressures, other threats to historic resources, and planning priorities and goals, also may strongly influence decisions about areas looked at and the historic contexts documented at any given time" (1991, 3).

**The Formative Period, 1815–57**

This period begins with the construction of Ohio's first prison and ends with the construction of the first state-operated correctional facility for juvenile offenders, built specifically to address prison reform issues and marking the beginning of the ongoing expansion of correctional institutions in Ohio. In order to understand the development of state correctional institutions in Ohio during this period its antecedents need to be discussed.

The State of Ohio's penal system was founded on penal principles adopted from the experiences of eastern states in the early years of the nation's history, particularly those of Pennsylvania and New York (Reaser 1998, 3). For prisoners, that meant punishment and reform carried out through hard labor (Reaser 1998, 1). For the state, convict labor was not only seen as a method of punishment and a way to reform the criminal, but also as a way to financially support the institution in which criminals were confined (Reaser 1998, 32). However, state legislatures often found, reluctantly, that they had to subsidize prison operations because, by themselves, manufacturing operations at prisons did not make sufficient profit to keep the institutions self-supporting (Reaser 1998, 33). This was the case in Ohio.

The Bill of Rights contained in the Ohio Constitution of 1803 stated "all penalties shall be proportioned to the nature of the offense," and "the true design of all punishment being to reform, not to exterminate mankind" (Utter 1968, 23). Despite these platitudes, punishment for crimes in the state's first criminal code of 1805 included capital punishment for murder, treason, rape, malicious maiming, and arson. Whipping was reserved for many lesser crimes, such as

forgery, counterfeiting, horse stealing, burglary, robbery, and theft. In the early years of Ohio statehood, corporal punishment was a common sentence, just as it had been in the Northwest Territory, out of which the State of Ohio was formed. These sentences and punishments were carried out at the local level. The state was not involved until 1813 (Reaser 1998, 40). What kind of punishment is appropriate under what circumstances, and how offenders should be reformed are fundamental ethical and legal questions that Ohio's legislature, elected officials, and the penal system have worked to address for two centuries.

A committee of state legislators devised Ohio's first criminal code (Utter 1968, 38). Forming committees to address Ohio's penal matters is a theme common throughout the state's institutional history. Ohio's first two General Assemblies, in 1803 and 1804 (the Ohio General Assembly became biennial as a result of Ohio's second Constitutional Convention, in 1853), delayed developing a criminal code until they had completed organizing the state's government, leaving the often criticized common law system of the Northwest Territory in effect. Dissatisfied with these results, Ohio's first Governor, Edward Tiffin, prodded state legislators to repeal the archaic common law code and draft one befitting American ideals and values, which they did in 1806. Similar efforts had been made by a number of eastern states in the first two decades after American independence, as there was growing resentment toward British interference in the affairs of America, concluding with the War of 1812 (Utter 1968, 39).

During its first two decades the Ohio General Assembly spent considerable time on developing laws governing criminal behavior. In 1809, the legislature enacted the first of its Blue Laws, addressing moral corruption and offenses such as swearing, gambling, fighting, and working on the Sabbath, all punishable by fines. Apparently the term "Blue Law" is derived from the blue paper on which strict laws regarding personal and public behavior in the seventeenth century New Haven colony were printed (Columbia Encyclopedia 2005). Stricter Blue Laws were enacted in 1814, such as making it illegal to have playing cards in one's possession, and outlawing billiard tables and the game of faro. Blue Laws were revised again in 1824 (Utter 1968, 364).

Growing public opposition to the perceived cruelties of corporal punishment and the establishment of county jails and the Ohio Penitentiary (in 1815), making incarceration an alternative to corporal punishment, eventually led the Ohio General Assembly to abolish whipping as a form of punishment in 1824. Some legislators, however, argued that criminals could not be reformed and that imprisonment was not a good use of public tax dollars (Utter 1968, 366). How penal institutions were funded is a theme common in the debate between the state legislature, prison administrators, and social reformers during this period.

The penal philosophy that convicts should be punished for their crimes and their criminal ways reformed through a sentence of hard labor, the profits of which were to be used to offset the cost of operating the institution in which they were incarcerated, was applied to the development and

administration of the state's first prison, the Ohio Penitentiary, constructed between 1813 and 1815 (Reaser 1998, 1–2). For nearly 200 years punishment and reform have been core concepts guiding the operation of the State of Ohio's correctional institutions. These two themes are also evident in the physical development of such facilities, where buildings, structures, and sites were designed primarily to confine inmates and put them to work.

The idea that the State of Ohio should develop a state-owned and operated prison is attributed to Governor Return Jonathan Meigs, who in 1811 made the suggestion to the Ohio General Assembly (Utter 1968, 367). In 1812, the Ohio General Assembly enacted measures enabling the State Director of Public Buildings, William Ludlow, to select the site where the prison should be built, and to proceed with its construction according to plans developed by a state-appointed committee (Reaser 1998, 42). Committees formed to study, make recommendations, and otherwise assist in the development of Ohio's penal system was a common occurrence throughout the history of Ohio's penal institutions. Reflecting another dominant theme in Ohio's prison history, the legislature expected that the new prison would financially support itself through the sale of goods made by its inmates.

Between 1813 and 1815, Ohio's first state prison (called the Penitentiary) was constructed along Scioto Street (now Second Street [Reaser 1998, 41]) in Columbus on land donated by local private citizens during the administration of Governor Thomas Worthington. The sixty by thirty foot prison building was constructed of brick on a stone foundation. It was three stories high, including a partially below ground basement, the latter used as a cellar, kitchen, and prison dining room. The second floor was the residence of the prison's warden, called the keeper, while the third floor held thirteen multi-person cells. The surrounding prison yard was enclosed by a stone wall fifteen feet high, covering an area approximately 160 by 100 feet (Hicks 1924, 373).

The first law enacted by the Ohio General Assembly concerning imprisonment in Ohio's first penitentiary was in 1815. Imprisonment instead of corporal punishment for certain crimes soon resulted in overcrowding at the prison (Hicks 1924, 373–74). Overcrowding is another theme common to the operation of Ohio's correctional facilities. In 1816, the State of Ohio's Board of Inspectors reported that a new prison was needed to alleviate overcrowding. The Ohio General Assembly asked Governor Worthington to study other state prisons and find an architect who could design a new state penitentiary that would hold 100 prisoners, including a new workshop building. Plans for a new state prison were received from the Inspector of the State Prison of Pennsylvania. The safety and health of the prisoners and an efficiently run prison administration were principal to this plan. The plan also called for solitary confinement of prisoners at all times, a characteristic of what is known as the Pennsylvania system of prison operation. In 1818, the Ohio General Assembly approved construction of the new state penitentiary, including the workshop building, and the use of convict labor in their construction (Hicks 1924, 374–75).

Located near the original prison, the new prison (known as the State Prison or State Penitentiary) also was built of brick on a stone foundation. Convicts were used to level the hill on which the new penitentiary was built. The new prison building was 150 by 36 feet and two stories high with center hallways, on either side of which were fifty-four cells. A dining room and kitchen were on the first floor, and a hospital was on the second floor. Below the first floor, underground, were five unlit and unventilated solitary confinement cells accessed through a trap door in the hallway. The workshop building was built near the center of the yard. The three-foot thick wall enclosing the prison and workshop buildings and the prison yard was 400 feet long and 160 feet wide. It included a catwalk from where guards could watch activities in the yard. It was completed in 1818. The original prison building was remodeled for the keeper's residence. In 1822, this facility legally became known at the Ohio Penitentiary (Hicks 1924, 376–77).

By 1820, the state legislature's Standing Committee on the Penitentiary was reporting that the new prison was already overcrowded, making it unsafe and unproductive, i.e., unprofitable. The committee called for a new and much larger prison housing more than 500 prisoners to be built according to the Auburn system of prison operation. The state legislature did not act upon this recommendation. In 1826, Governor Jeremiah Morrow requested the Ohio General Assembly enlarge the Ohio Penitentiary. In 1827, Governor Allen Trimble did likewise, suggesting that a new site be chosen to build a new prison according to the most modern methods of penal philosophy, but the state legislature balked at the cost. In 1830, a fire destroyed most of the prison's workshops, and the following year the prison keeper's annual report called for physical and managerial improvements of the existing facility, which was in considerable disrepair (Hicks 1924, 377–78). Still the state legislature did not act.

In 1831, Governor Duncan McArthur reported on his investigation of the conditions at the Ohio Penitentiary. He concluded that the existing site was too hilly, the prison buildings were too small and dilapidated to be repaired, and the design of the prison, built according to the Pennsylvania system, contributed to discipline problems plaguing the facility. He called for a new prison to be built on a new site according to the Auburn system. Finally, in 1832, the Ohio General Assembly enacted a bill authorizing the new prison. A fifteen-acre site along the northern bank of the Scioto River in Columbus was chosen and purchased from private interests. The first inmates at the new facility were received in 1834 (Hicks 1924, 378–80).

In the early 1800s there were two models of prison development; the Auburn (New York) system and the Pennsylvania system. Under the Auburn system prisoners slept separately in a cell but ate and worked together in prison shops. Communication between inmates was prohibited at all times. The Pennsylvania system confined prisoners to their individual cells for their entire sentence, where they worked, ate, and slept in solitary confinement, also in silence. Both systems were committed to reforming prisoners by imposing austere living and working

conditions. It was thought that these conditions would transform inmates into law-abiding citizens capable of being reintegrated into society (Dobson-Brown 1998, n.p.).

The convict labor system at the Ohio Penitentiary consisted of four plans: public account, contract, piece-price, and state-use. The public account system was used at the Ohio Penitentiary between 1816 and 1835. In this system the prison was the manufacturer and marketer of goods. It bought the raw materials that were made into products by the prisoners, often selling the goods below free market value because of the captive labor, although the goods were often inferior. Although the profits went to the prison, this system had its drawbacks. Businesses complained that the state had an unfair competitive advantage. The keeper also had to be a competent businessman to sell the finished products profitably. Seasonal and market fluctuations resulted in work stoppages leading to idleness, a great contributor to prison disorder, and a prisoner who was not working was not producing revenues to maintain prison operations. To the chagrin of the keeper, the state legislature required some of the inmates to work on other public improvements, such as building the Ohio Canal, the statehouse, and other public buildings, or making bricks or cutting stone. When the cost of prison guards and other expenses were factored into these jobs, the prison was not making money on the prisoners' labor despite being paid by the state for their labor (Reaser 1998, 49–52, 85–88).

The contract and related piece-price plans were part of the Auburn system. Under the contract labor arrangement, in use from 1835 to 1912, prison administrators contracted with private businesses to employ inmates in the manufacturing of goods such as saddlery, harnesses, sacks, shovels, brooms, barrels, hats, shoes, clothes, and other items that would be sold by the contractors on the free market for a profit. The contractors paid the prison a daily rate for inmate labor, money that the prison used to support its operations. Under this system the contractors controlled the manufacturing processes in prison, supplied the machinery and materials, and otherwise assumed the business risks (Reaser 1998, 84–86). Prison officials built workshops as incentives for private companies to use convict labor to manufacture goods more cheaply so a profit could be realized, as was sometimes done. For instance, in 1841 the Ohio Penitentiary made a profit of nearly $22,000, at that time the most of any American prison. By 1850, profits had increased to nearly $36,000 (Hicks 1924, 413). However, the use of prisoners as laborers was not without its critics, such as organized labor, prison reformers, and some state legislators and Governors who felt that the contract labor system made for unfair competition with the nation's emerging free market, exploited the prisoners for their labor, and did not contribute to their reformation. Reaser (1998, 87) noted that after the contract labor system was adopted in 1835, prisoners' sentences were increased to maximize profitability for the institution. Increased sentences kept trained workers in the institutions longer, thereby reducing costs associated with training new workers. Before the contract labor system was adopted, prison sentences were shorter in order to keep the costs of incarceration down. In 1884, the State of Ohio abolished the contract labor system for the piece-price system, where goods were sold to private businesses at

a preset price for each item (Reaser 1998, 34). In 1912, the state abolished all forms of outside contracting. After that time prisoners could only manufacture goods for use by agencies and political subdivisions of the State of Ohio, called the state-use system (Joint Legislative Committee on Prisons and Reformatories [JLCPR] 1926, 34).

Reaser's (1998) nineteenth century administrative history of the Ohio Penitentiary focused on the two dominant objectives of its operation, profit and reform. Prison officials felt that hard labor would punish criminals for their offenses and reform their criminal ways. As Reaser (1998, 1) wrote, "they wanted to grind the prisoners honest." Reaser divided the administrative history of the Ohio Penitentiary into six periods, and included a seventh or formative period discussing penal philosophy before Ohio became a state in 1803. She described the early period, 1815–34, during which the first two Ohio Penitentiaries were in operation and the third one established, as a period of legislative and institutional experimentation regarding prison management and the treatment of prisoners. From 1834–85 prison reformers expressed concern about the lack of effort at reforming prisoners, but prison administrators focused on making their institutions profitable. According to Reaser (1998, 210), legislative reforms in 1884 and 1885 ushered in a new period of penal history, substantially changing the way correctional facilities were managed and operated, and prisoners treated. Important among these changes were reforms in the contract labor system, the introduction of piece-price and state-use systems, and the introduction of the parole and inmate classification systems.

**The Reform and Expansion Period, 1857–1956**

This period begins the State of Ohio's efforts to address prison reform through establishing new correctional institutions. It begins with the establishment of the first correctional institution other than the Ohio Penitentiary, a reform school for boys. It ends fifty years ago at the end of the period of significance, although expansion of the prison system continued into the latter part of the twentieth century.

Reform movements during the Antebellum period tried to change the way criminals were treated. Despite these efforts, the State of Ohio continued to view convicts in the Ohio Penitentiary as a source of revenue, as a means of paying the bills for operating the prison. At one time the Ohio Penitentiary contained more than 40 workshops where upwards of 1,000 male convicts manufactured various goods under contract to private businesses (Roseboom 1968, 246).

The prison reform movement had some success, primarily in the treatment of youthful offenders who had often been imprisoned with adult criminals. The confinement of juvenile and adult prisoners in the same institutions resulted in many young offenders becoming career criminals, exacerbating the problem of overcrowding in the Ohio Penitentiary and increasing the cost to run the facility. Efforts of prison reformers helped convince the State of Ohio to create detention centers for youths in the mid-1800s (Roseboom 1968, 246–47). How to deal with juvenile offenders is another important theme in the development of Ohio's penal system.

In a comparative study tracing the developmental history of Ohio's reform schools for youths, Stewart (1980) indicated that the idea of creating these institutions came out of early and mid-nineteenth century attempts at reforming juvenile delinquents in urban centers of the eastern United States such as Philadelphia, New York, and Boston, and in western European countries such as England, France, and Germany (Stewart 1980, 1, 8, 14–17). As the United States grew and expanded westward in the early and mid-nineteenth century, so came social problems such as juvenile delinquency. In the mid-nineteenth century, Cincinnati was Ohio's major urban center. It was the first Ohio city to address the problem of juvenile delinquency by developing an institutional approach to reform. Social reformers in Cincinnati, some of whom had moved westward from eastern states or had emigrated from Europe, felt that the primary cause of juvenile delinquency was parental neglect and permissiveness brought about by social disruptions associated with the combination of increasing industrialization, urbanization, and immigration, though juvenile delinquency was not limited to urban areas (Stewart 1980, 2, 10). Increasingly, juvenile delinquents found themselves in jails, prisons, and poorhouses with adult offenders, unlikely places for reforming socially unacceptable behavior. Many social reformers of the time felt that the solution to reforming juvenile delinquents resided in the development of institutions specifically designed for juveniles, separated by gender (Stewart 1980, 2). Beginning in the 1850s and continuing into the 1970s, the State of Ohio sought to address its juvenile delinquency problem by sending delinquents to reform schools. In the late 1970s, following a national trend, small community-based treatment centers for troubled youths began to replace large correctional facilities, a process known as deinstitutionalization (Stewart 1980, 3).

The precursor of Ohio's juvenile reform schools was the Cincinnati House of Refuge. In 1850, the city of Cincinnati established this institution after similar ones in the eastern United States. This place was intended to rehabilitate wayward youths into productive members of society through vocational and academic training (Stewart 1980, 8–9). It was a prison-like facility with a large central dormitory. It housed boys and girls, and even though the latter represented less than 25 percent of the population, their presence was seen as disruptive. Whether large, centralized facilities such as the Cincinnati House of Refuge were appropriate for reforming juvenile offenders was a matter of debate at the time. Some social reformers, such as Cincinnati's Charles Reemelin, thought a more pastoral setting and decentralized residency separated by gender, known as the cottage system, would be more conducive to reforming Ohio's troubled youths (Stewart 1980, 16–19).

As other Ohio communities grew in the mid nineteenth century, they too experienced problems with juvenile delinquency. Most of these communities did not have the resources to establish and operate their own houses of refuge, so they and social reformers of the time looked to the Ohio General Assembly to address the matter. The State Teachers Association (established 1847), having an obvious interest in the juvenile delinquency problem, also called upon the state

legislature to act. Many local school boards supported this effort, as did the administrators of the Ohio Penitentiary, who saw increasing numbers of juveniles sent to what was then Ohio's only correctional institution, though the state was partially funding the locally administered Cincinnati House of Refuge (Stewart 1980, 10–11).

In 1856, the Ohio General Assembly enacted a bill authorizing a corrections facility for juveniles, one for boys and another for girls. It appropriated money for the purchase of land south of Lancaster in Fairfield County, for the construction of buildings, and for the first year's operation of the boy's facility, which was initially called the Ohio Reform Farm, but soon thereafter became known as the Ohio Reform School, a name which stuck until 1885 when it changed to the Boys' Industrial School. The law also called for a review of Ohio's criminal code so that juvenile offenders would not be sent to the Ohio Penitentiary (Stewart 1980, 13–14). The following year, in 1857, the state legislature enacted another bill enabling the purchase of the land and the construction of the boy's reform school.

Shortly after the creation of the Ohio Reform School for boys, officials overseeing the Cincinnati House of Refuge began pressing the state legislature to build a separate correctional facility for girls. The bill establishing the boy's reform school had also called for a separate girl's reform school, but due to various factors and interruptions in planning for this facility, not the least of which was the Civil War, it was not until 1869 that the girl's reform school was established. In 1867, Governor Jacob Cox called upon the state legislature to establish the girl's reform school. The newly formed Board of State Charities did likewise, citing the early success of the boy's reform school. Early in 1869, a joint select committee of the state legislature examining this matter concluded that the establishment of the separate facility for girls was a priority. Soon after the bill establishing the State Reform and Industrial School for Girls was enacted, Governor Rutherford B. Hayes formed a five-member board to organize the facility and select a site. The site acquired by the state was a recently closed private resort along the Scioto River near Rathbone in southwestern Delaware County, named White Sulphur Springs. Soon thereafter, the hotel on the property was renovated and the first girls admitted in the fall of 1869. Within three years more than 150 girls were residing at the institution. In 1873, a fire destroyed the old hotel, after which the Ohio General Assembly appropriated funds to build two brick family buildings. In 1878, the trustees operating the school renamed it the Girls' Industrial Home, emphasizing the surrogate family created for its residents. By 1888, the girl's reform school consisted of an administration building and eight family cottages, each housing approximately thirty-five girls (Stewart 1980, 27–31). In 1913, the name was changed to the Girls' Industrial School to emphasize education and training. In 1964, when the boy's school was renamed, the girl's school was renamed the Scioto Village School for Girls (Stewart 1980, 40).

In many ways the boys and girls reform schools were similar and dealt with many of the same problems throughout their history. They were committed to reforming juvenile delinquents

through education and training. Located in rural settings, they were isolated from the perceived vices of urban life and both were designed according to the cottage or family system. Both institutions failed to live up to their founders' expectations due to overcrowding, inadequate funding, political patronage, and administrative failures (Stewart 1980, 33–36).

Contributing to the administrative problems at Ohio's juvenile correctional facilities was that until 1911, separate boards oversaw the operations of these institutions. Governors appointed members to each board and board membership often changed with a change in administrations. The lack of consistency in board membership and their patronage positions contributed to political mischief and mismanagement. To bring better accountability and efficiency to the operation of state-funded institutions, the Ohio General Assembly created the Board of Administration. In 1921, Governor Harry Davis reorganized state government and management of the boys and girls reform schools was assigned to the newly formed Department of Public Welfare. In 1954, the newly created Department of Mental Hygiene and Corrections assumed this role. In 1963, the Ohio Youth Commission assumed responsibility for managing the state's juvenile correctional facilities (Stewart 1980, 38–42).

An important instrument of prison reform in Ohio was the Board of State Charities, established by the Ohio General Assembly in 1867. The purpose of this five-member board was to investigate the operations of public charitable and correctional institutions, make recommendations concerning their improvement, and report its findings to the Ohio General Assembly. In 1870, the Board of State Charities submitted a report addressing the treatment of prisoners by the state. The report included recommendations for a separate penitentiary for convicts who could not be reformed and integrated back into society, an intermediate prison for convicts who could be reformed, a system of county workhouses for criminals committing minor offenses, local jails for persons awaiting trial, improvements to the boys' and girls' reform schools, and using pardons and indeterminate sentences, the latter making prison terms dependent on the convict's behavior while incarcerated, to lessen overcrowding. Over time many of these recommendations were realized (Roseboom 1968, 252–53). Perhaps in response to their criticism of the state's penal program the Board of State Charities was abolished by the state legislature in 1872, but was reauthorized in 1876 (Dobson-Brown 1998, n.p.). It was finally terminated in 1930.

After the Civil War prisons were often overcrowded and disorderly. It became impossible to house all inmates in single cells. As the isolation of prisoners decreased, opportunities for prisoner unrest increased prompting harsh responses from guards and wardens. Antebellum reformers presumed that prisoners could be reformed through hard work, education, and moral instruction and persuasion. However, the increasingly violent nature of prisoners and the deteriorating conditions in prisons was making the rehabilitation of inmates extremely difficult. Contributing to problems in prisons in the late nineteenth century was the surge of prisoners who

were recent immigrants. State legislators with little sympathy for immigrants were reluctant to make improvements to prisons, and they became little more than custodial facilities (Dobson-Brown 1998, n.p.).

The Ohio Penitentiary did not escape these problems. As Dobson-Brown (1998, n.p.) noted, during the 1850s repairs to buildings at the Ohio Penitentiary went largely undone. During this decade the Ohio Penitentiary had five different boards of directors and eight wardens, some operating the prison from a fundamentalist Christian philosophy while others ruled by harsh punishment and fear. The Ohio Penitentiary saw its inmate population increase by more than 30 percent in just two years between 1857 and 1859 with the addition of 200 inmates. With an inmate population of more than 800 and individual cells for only 695, the penitentiary chapel was temporarily converted into a dormitory while another dormitory was built. During the Civil War, the inmate population decreased by 28 percent, temporarily alleviating many of the problems associated with overcrowding. But in the two years following the end of the war the inmate population increased 34 percent. Inmate population continued to increase, and in 1875 the construction of another new dormitory was approved, creating 580 new two-person cells and greatly enlarging the capacity of the facility. By 1898, the Ohio Penitentiary housed 2,300 inmates. The sheer number of inmates overwhelmed the facility's ability to institute programs aimed at reforming hardened criminals, and the facility settled in to being a custodial facility that warehoused convicts.

Dobson-Brown (1998, n.p.) noted that after the end of the Civil War prison design was primarily determined by financial concerns, particularly the cost of confinement. The construction of small cells in multitiered blocks addressed this concern, but their seven by three and a half by seven foot size and poor ventilation compromised the physical and psychological health of inmates, leading to further disorder in the prison. Solitary confinement, lashing, dunking, water baths, and other forms of corporal punishment that had regained favor with prison officials were used to punish disobedient inmates. The humiliating but effectively controlling lockstep march was reinstated and remained in use until the late 1930s. In 1885, the Ohio General Assembly approved the use of capital punishment at the Ohio Penitentiary, first by hanging and then, in 1896, by electrocution. Around the turn of the century, many prisoners were complaining and writing about overcrowding, idleness, and arbitrary punishment.

Ohio's penal problems were not unique. Calls for reforming the nation's prison system were frequent. In 1867, Enoch Cobb Wines and Theodore Dwight published a *Report on the Prisons and Reformatories of the United States and Canada.* In this critical report they denounced the continued use of corporal punishment and concluded that most prisons in the United States had abandoned the idea of reforming convicts, many facilities were in disrepair, staffs were generally untrained, and there was a lack of a centralized state authority to oversee and set policy for prisons. They called for reforming the nation's prisons by enlarging cells, training staff,

establishing prison inspection boards, and rewarding inmates who displayed good behavior with an early release (Dobson-Brown 1998, n.p.).

Until the 1870s, sentencing guidelines consisted of judge's selecting the terms to be served by criminals, and unless the Governor issued a pardon convicts were obliged to serve full sentences. Prison reformers fought for indeterminate sentencing, enabling convicts to cut time off their prison sentence for good behavior. In 1856, the Ohio General Assembly passed the "good time law." It was based on similar laws in Massachusetts and New York. Wines and Dwight praised its use. It permitted reducing convicts' sentences by five days for every month without committing any infractions, sixty days off for a year without infractions, eighty-four days off for a second year, 108 days off for a third year, and 120 days off for a fourth and ensuing years. This enabled a convict sentenced to five years in the Ohio Penitentiary to be released in less than four (Dobson-Brown 1998, n.p.).

Despite the prison reform movement of the 1870s and the ensuing Progressive Era, fundamental changes to penal institutions across the country came slowly. Although the Ohio General Assembly enacted some changes, they were reluctant to provide the means, i.e., the funds, to implement these measures. Some officials of the Ohio Penitentiary were against the reforms and ignored them. They were more concerned about keeping and maintaining productive prison workshops and making the facility profitable. Medical care of inmates lagged despite the calls of reformers. Although prisons usually employed physicians, and by the 1920s many employed psychiatrists and psychologists to diagnose mental illnesses in convicts, these specialists were far too few to make much of a difference in institutions with large numbers of inmates. However, psychological screening and classification of inmates became standard practice at penal institutions. Although it did little to reform inmates, it assisted in identifying and profiling inmates who were likely to become troublemakers and led to a system that classified inmates according to their security risks ranging from maximum to minimum security (Dobson-Brown 1998, n.p.). This profiling changed the nature of prisons across the nation and in Ohio.

The Ohio Penitentiary was classified as a maximum-security facility. Inmates who followed the rules and practiced good behavior could be transferred to one of the minimum-security facilities that were established, such as the London Prison Farm in Madison County. Classification according to security risk and psychological profile became a powerful tool for maintaining order at penal institutions. It also enabled inmates who were mentally ill to be segregated from other inmates. Ohio's penal system had a separate asylum for mentally ill criminals as early as 1887, one of the first states to have such a facility (Dobson-Brown 1998, n.p.). Some of these facilities were converted to prisons, such as the former Lima State Hospital for the Criminally Insane, now the Lima Correctional Institution.

In 1884, the Ohio General Assembly passed a law creating the Ohio State Reformatory at Mansfield in Richland County. Beginning in 1896, its construction delayed due to funding, this

facility was an intermediate facility incarcerating male inmates between the ages of sixteen and thirty who could be reformed. Younger male offenders were sent to the Boys' Industrial School (BIS) near Lancaster, while those over sixteen who committed serious crimes or posed a higher security risk were incarcerated at the Ohio Penitentiary in Columbus. The institution was established on more than 850 acres of land, less than ten of which was used for the prison. The rest of the acreage, plus leased land, was used for agricultural purposes where inmates would labor producing food for the state's institutions. This facility contained residential and working areas both inside and outside the walled prison compound for inmates with various levels of risks, although most were confined within the prison walls at all times. Inmates who resided and worked outside the prison's walls, those who posed the least risk, belonged to the honor camp (JLCPR 1926, 17–19). This facility is no longer used as a prison or owned by the State of Ohio.

In 1911, the Ohio General Assembly legislated the construction of the Ohio Reformatory for Women. Sited on 259 acres of land at Marysville in Union County, it received its first inmates in 1916. It contained a main administration building, the superintendent's cottage, an industrial building, a power plant and boiler house, a few small farm buildings, and separate dormitories for white and black inmates. Plans for another cottage and an auditorium were completed in 1926 (JLCPR 1926, 21–23).

Other facilities operated by the Ohio Penitentiary were a stone quarry near the Columbus State Hospital (now demolished), and two brick plants. The Junction City plant in Perry County opened in 1919, and the Roseville plant in Muskingum County opened in 1925; both are no longer owned by the state. In 1912, the London Prison Farm was opened and operated as part of the Ohio Penitentiary until it became a separate facility in 1925. The Ohio Reformatory for Women at Marysville was opened in 1916. Prior to that time women prisoners had been held in at the Ohio Penitentiary in a separate building (JLCPR 1926, 9–10).

The London Prison Farm developed out of recommendations contained in a 1913 report to Governor James Cox by a special commission. Later that year the Ohio General Assembly created the Ohio Prison Commission, which purchased 1,448.5 acres of land for the prison farm. Prisoners transferred from the Ohio Penitentiary to the London Prison Farm were temporarily housed in wooden buildings as more permanent buildings were built using prisoner made materials. The original plan was to replace the Ohio Penitentiary with the facility at London, but the state legislature passed a law in 1925 making the London facility a vocational and training facility for convicts who posed minimal risk, so the Ohio Penitentiary in Columbus was retained (JLCPR 1926, 14–15).

From 1911 to 1921, administration of the State of Ohio's correctional institutions came under the Ohio Board of Administration, which oversaw all of the state's nineteen institutions, including its correctional facilities, juvenile reform schools, and state hospitals (Clark 1924, n.p.). In 1921, the Department of Public Welfare was created under the Reorganization Bill. It assumed the

duties of the Ohio Board of Administration, the State Board of Clemency, the Board of State Charities, and the Ohio Commission for the Blind. In 1921, the correctional institutions administered by the Department of Public Welfare were the Ohio Penitentiary (including the Ohio State Brick Plant at Junction City and the Roseville State Brick Plant), the London Prison Farm, the Ohio State Reformatory, the Ohio Reformatory for Women, and the Boys' and Girls' Industrial Schools (Department of Public Welfare 1929, 15).

Eventually, prison reforms changed the way prisoners were classified and treated, changed the qualifications for prison employees and officials, and changed the physical design and construction of prison facilities. The reforms led to prison life becoming more humane and less depersonalized. The dehumanizing aspects of the Auburn system, with its lockstep marching and rules of silence, gave way to more freedoms and communication within and outside the prison walls. Some prisoners were allowed to play sports and music, listen to the radio, and watch television and movies. Prisons began to encourage inmates to correspond with their family, and accept visitors. Although many states abolished corporal punishment, replacing it with solitary confinement in the 1920s and 1930s, the solitary confinement cells were often cramped, poorly lit and ventilated, and prisoners poorly fed. Many of these reforms resulted in changes to the physical aspects of prison facilities. Although many states operated nineteenth century facilities, technological advances in housing, sanitation, plumbing, and ventilation improved prison life (Dobson-Brown 1998, n.p.).

In 1926, the Joint Legislative Committee on Prisons and Reformatories of the Eighty-sixth Ohio General Assembly issued a seminal report titled *The Penal Problem in Ohio*. The committee's charge was to "study and examine the entire prison and reformatory situation in the state and to make such investigations in other states as would enable them properly to formulate their recommendations" (JLCPR 1926, 5). The committee did not attempt to conduct an exhaustive study of the causes and prevention of crime, but limited its scope to examining state agencies and institutions involved in the penal system in order to determine how they could improve their operations. The committee hired Dr. Edgar Doll, Professor of Psychology at The Ohio State University, to gather information from Ohio's penal institutions. He submitted a report on problems at the Ohio Penitentiary, the New Prison Farm at London, Madison County, and the Ohio State Reformatory in Mansfield, Richland County. The Ohio Institute (for Public Efficiency) was asked to study and report on conditions at the Ohio Reformatory for Women in Marysville, Union County, and the prison industries program (JLCPR 1926, 5–6). The Ohio Institute for Public Efficiency was incorporated as a not for profit organization in 1913 to scientifically research and advance the public welfare by promoting efficient and adequate government and cooperation between civic, social, and charitable organizations, by educating citizens about public service, and by "informing public opinion upon public affairs" (Miles 1916, 4–5).

In its report the Joint Legislative Committee stated that the primary purpose of the penal system should be to punish prisoners for their crimes, followed by efforts at reforming them, protecting the public, and deterring criminal behavior. Because most convicts would at some time be released from prison, the committee emphasized efforts at reforming them so they could be integrated back into civil society. Among the committee's other recommendations were that separate institutions be constructed for the four classes of male inmates they defined in their report (the better class, an anti-social group, a defective delinquent group, and a subnormal group), based on their mental condition and social attitude, and that these institutions be built economically but with the physical and psychological needs of the inmates in mind. Each class of inmate required some type of dormitory or residential building and health facilities, and some needed facilities for manufacturing and/or farming. Although the same four classes of inmates were defined for females, separate facilities for each was not recommended because of the smaller number of the female convicts. Expansion of the existing facility at Marysville or the construction of a new institution to take one of the classes of inmates was instead recommended (JLCPR 1926, 42–43).

The JLCPR report spent considerable time addressing prison industries, recommending among other things that the primary mission of such industries should be in assisting the correction and rehabilitation of the inmates so that when they left the state's penal system they would have a means to support themselves, thus reducing recidivism. Secondarily, the committee recommended that such industries be operated with the least financial burden on the state, thus making each institution as self-supporting as possible (JLCPR 1926, 45–46).

Regarding housing, the committee found that overcrowding was a problem at all institutions. The committee recommended that all new and renovated housing units be constructed to meet the specific needs of the class of inmates that the JLCPR recommended be incarcerated at the particular institution. Regarding educational facilities and programs, the JLCPR report recommended that common school subjects be taught at all institutions (at that time they were only taught at the Ohio Penitentiary and the Ohio Reformatory at Mansfield), that advanced educational instruction be established as needed, and that such programs, including establishing and upgrading libraries, be adequately financed. It was felt that expanded reading opportunities would help address the problem of inmate idleness, a chief source of disciplinary problems in prison (JLCPR 1926, 46–47).

Overcrowding was a constant issue at the Ohio Penitentiary. Between 1906 and 1929 the inmate population increased from 1,590 to 4,362. When a devastating fire occurred in 1930, there were approximately 4,500 inmates. The following year the Ohio Parole Board was established, and within a year it had released 2,346 inmates from the Ohio Penitentiary to other facilities, which exacerbated the overcrowding problem elsewhere. Despite the efforts of the Ohio Parole Board, overcrowding continued to plague the facility. By 1955, the number of inmates had increased to

5,235, with classrooms and visiting areas serving as dormitories. Overcrowding and the concomitant problems it created led to prison riots in a number of states in the early 1950s. Complaints about inadequate physical facilities, medical treatment, the quality of food, and the brutality of punishment were common. More than 2,000 inmates at the Ohio Penitentiary rioted in 1952, mainly over the poor quality of the food (Dobson-Brown 1998, n.p.). Although the riot led to some improvements, many of the conditions at the Ohio Penitentiary continued to be oppressive and went unresolved well into the latter part of the century. In 1979, the federal court system ordered the facility to close because the court determined that conditions in the prison violated prisoners' rights against cruel and unusual punishment. The facility closed in 1984 (Dobson-Brown 1998, n.p.).

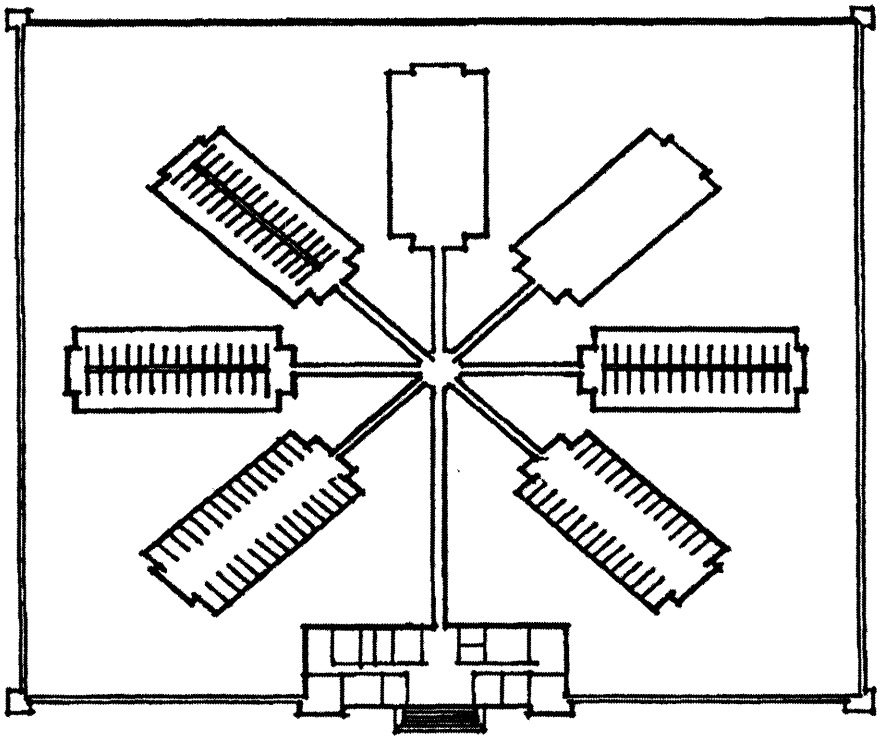
**Federal Correctional Facilities in Ohio**

Long before the closing of the Ohio Penitentiary, the state was looking to increase the number of prisons it operated in order to reduce overcrowding and meet the increasing demand for space to incarcerate criminals. Besides building new prisons, the State of Ohio sought to lease or acquire correctional institutions from the Federal Government. The Federal Government did not build civilian correctional institutions until 1895, when they converted the military prison at Fort Leavenworth, Kansas, to that use. Before then the Federal Government sent criminals to state correctional institutions to be incarcerated. The number of federal prisons increased rapidly after the federal criminal code was revised in the 1920s, addressing crimes related to prohibition, narcotics, and automobile theft. All types of correctional institutions were established, from maximum-security facilities to reform schools. Among these was the Chillicothe Reformatory, created in the mid 1920s on land that had been part of Camp Sherman, a World War I military training facility in Ross County. This reformatory incarcerated men between the ages of seventeen and thirty (U.S. Bureau of Prisons 1949, 39–40, 43). In 1966, the Chillicothe Reformatory, now the Chillicothe Correctional Institute, was leased by the Ohio Department of Mental Hygiene and Correction from the Federal Government, and subsequently purchased in 1982 (DRC 2002, 12).

**Prison Plans and Layouts**

Just as efforts at prison reform influenced the operation of prisons and the goals of their administrators to varying degrees, so too did they influence the built aspects of early prisons. In later years, architects seeking to improve the safety and performance of prisons also introduced new prison plans and adapted older ones. The earliest U.S. prisons, like their European antecedents, had some cells, but mostly consisted of congregate housing, where inmates were confined together in large rooms. As the early reformers began to develop the idea of imprisonment as rehabilitation rather than punishment, they began to see that new forms of confinement were necessary to accomplish their planned rehabilitative programs (U.S. Bureau of Prisons 1949, 26–27).

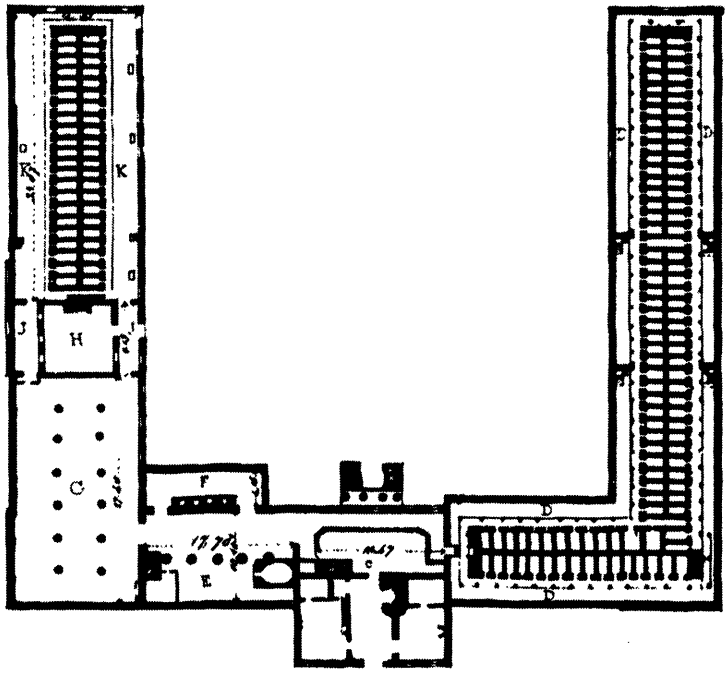
The most obvious need was to institute a complete replacement of congregate housing in favor of cellular housing in order for the reformers to achieve their goal of solitary confinement. The two systems of prison discipline, the Pennsylvania system and the Auburn system, developed two different patterns of cell arrangement and prison plan. The Eastern Penitentiary, opened in Philadelphia, Pennsylvania, in 1829, was the first prison built to incorporate the Pennsylvania system of discipline and was the primary model for other prisons using the system. Within its prison walls, the Eastern Penitentiary consisted of a central rotunda from which extended rectangular cellblocks, called the radial or radiating wing plan. Within each cellblock was a central corridor with a row of cells on either side that were set against the outer wall of the cellblock, an arrangement called the outside cell configuration (Carlson and Garrett 1999, 338; U.S. Bureau of Prisons 1949, 28–29).



Radial plan prison with both inside and outside cell configurations (Carlson and Garrett 1999).

The parent prison of the Auburn system was Auburn Prison in New York State. Although not originally constructed according to the Auburn system, later modifications led to this prison and its near contemporary, Sing Sing Prison, also in New York, becoming the models for many

subsequent Auburn system prisons in the U.S. Auburn Prison used a configuration of inside cells, two rows of cells placed back to back in the center of the cellblock with a wide corridor extending around the block. The cells faced the outer walls, which could have windows to allow light and ventilation since the inmates did not have access to the walls. Auburn Prison had cellblocks extending to either side of a central administration building, forming a U-shaped courtyard within the prison walls (Carlson and Garrett 1999, 339–40; U.S. Bureau of Prisons 1949, 30–32).




Auburn plan prison with inside cell configuration (U.S. Bureau of Prisons 1949).

Although states adopted both systems and both plans, the Auburn model was by far the more popular, in part because inmates working in shops were more economically productive than those working alone and also because proponents of the Auburn model were more effective lobbyists (U.S. Bureau of Prisons 1949, 31–32). Like the Pennsylvania system, the radiating wing prison plan only had limited appeal to state officials and only a limited number were constructed. However, the inside cell versus outside cell distinction became separated from the Pennsylvania system versus Auburn system debate, and states used either as necessary or even both in a single prison (Carlson and Garrett 1999, 340; Johnston 2000, 139).

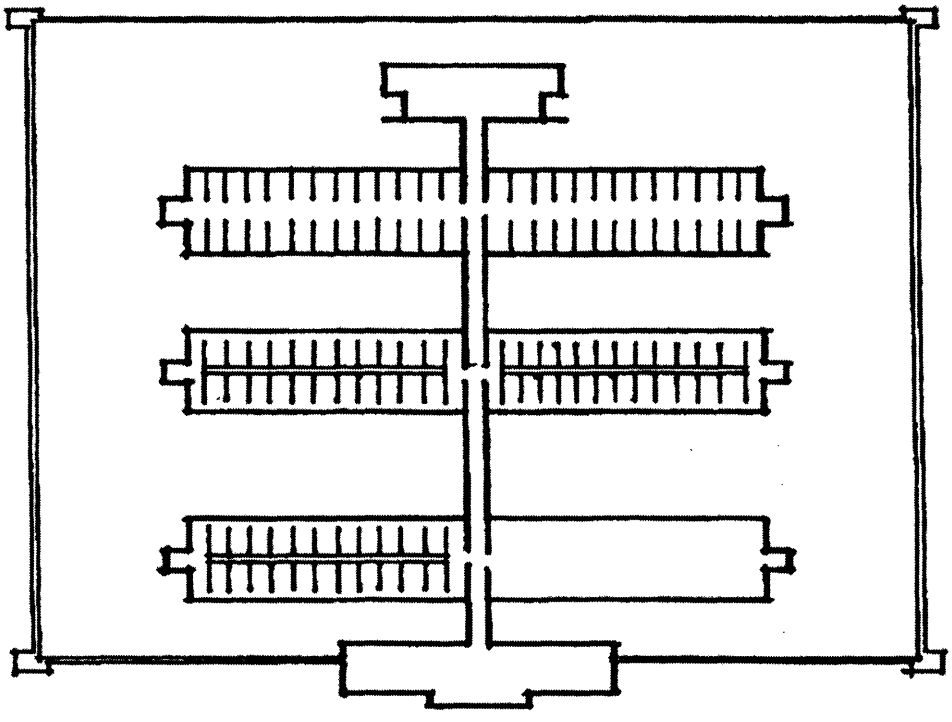
Most of the radial prisons constructed in the late nineteenth and early twentieth centuries were actually quasiradial in plan, with wings branching out behind a front entrance/administration building. The Ohio State Reformatory in Mansfield (opened 1896) is an example of this plan (Johnston 2000, 139). The Auburn-type plan of a central building with flanking cellblocks also developed into new forms over the years. Architects found that the flanking cellblocks could be used in place of a prison wall for as long as they extended. The Ohio Penitentiary (opened 1834) was an example of this type. From this development grew the self-enclosed plan of prison design, in which the buildings form most or all of the prison walls. Most of the prisons of the self-enclosed type were constructed in the early and mid-twentieth century (Johnston 2000, 139, 143; U.S. Bureau of Prisons 1949, 32).

In contrast to the large, fortress-like prisons for adults, a radically different form of prison plan came into use in the mid-nineteenth century for the incarceration of juveniles. There were few separate institutions for juvenile delinquents in the early U.S., and most that did exist looked little different than adult prisons. European reformers in the 1830s and 1840s developed an alternate type of facility, where resident supervisors lived with the children in small, detached house-like buildings. This plan became known as the family plan or the cottage plan. The cottage plan was introduced to the U.S. at an institution for girls in Lancaster, Massachusetts, in 1854 and the Ohio Reform School in Lancaster, Ohio, an institution for boys, in 1858 (U.S. Bureau of Prisons 1949, 135).

In the early twentieth century, state officials began to use the cottage plan for some adult prisons as well, first for women's prisons and later for men's reformatories. Some of these adult institutions used buildings and dormitories too large to be considered cottages, and the term campus plan came into use. Chillicothe Correctional Institution is an example of this type. The campus plan came into more prominent use, especially for minimum and medium security institutions, during and after the 1960s, as officials, voluntarily or involuntarily, began to adopt more humane and flexible prison building standards in place of the older fortress prison mentality. Campus plan prisons can have their buildings arranged formally or informally and, in addition to the residence buildings, have other detached buildings serving the necessary functions of the institution, i.e., dining, education, administration, etc. As a result, a typical plan or footprint for such an institution would be difficult to define (Carlson and Garrett 1999, 18; Johnston 2000, 143; U.S. Bureau of Prisons 1949, 112, 121).

Another prison plan that originated in Europe, but came to great prominence in the United States is the telephone pole plan. The telephone pole plan could be used at the scale of a building or at the scale of an institution. The basic idea of the telephone pole plan is a central corridor that provides access to cellblocks, dormitories, and service wings branching off to the sides. The plan helped provide prison officials with greater flexibility in classifying inmates and separating the different classes, as well as providing greater control over inmates. The telephone pole plan

was used in a state prison as early as 1909, but only entered wide use after the Federal Bureau of Prisons adopted it for many of its prisons after 1929 and publicized the design. Many state medium and maximum-security prisons constructed during the 1940s to the 1960s used the telephone pole plan (Johnston 2000, 139–42, 151–52).



Telephone pole plan prison with both inside and outside cell configurations (Carlson and Garrett 1999).

Not every prison conformed to a plan. Some prison plans were experimental, and other prisons expanded over time on an as needed basis until they did not resemble any plan in particular (Johnston 2000, 144). London Correctional Institution is an example of this process. Plans for other types of institutions appear to have had little direct influence in the development of prison plans, although there were parallels. For instance, the Kirkbride plan, named for Dr. Thomas Story Kirkbride, was a popular plan for asylums and mental health facilities in the mid- and late nineteenth century. The Kirkbride plan had a central administration building flanked by wings comprised of tiered wards. Like with some prison types, this plan allowed for the classification and segregation of patients (KirkbrideBuildings.com 2005). Research for this document was unable to discover information concerning the origin of the pavilion plan used for the Lima State Hospital/Lima Correctional Institution and any influence it may have had on later mental health

facilities. If a National Register of Historic Places nomination is ever prepared for that institution, the origin and influence of its plan will be an important area of investigation.

**Honor Camps, Honor Farms, and Branch Prisons**

In addition to the main correctional institutions, the correctional system operated a variety of honor camps, honor farms, and branch prisons. Assignments at these facilities went to honor prisoners or "trusties," the men who were the most trustworthy and were rewarded for their good behavior. Honor assignments were sometimes the last step before parole consideration. Honor prisoners were more likely to be housed in dormitories, to work with reduced or no supervision, and to have better work assignments than other prisoners (JLCPR 1926, 12, 16, 19, 24). Agricultural labor often was a large part of honor assignments.

The Ohio State Reformatory had its own farm operations, and also operated two state farms elsewhere in the state. The state purchased 1,040 acres in Lorain County in 1922, on which officials intended to build an institution for the feeble-minded. Officials dropped this plan and instead used the land as a correctional honor farm, later named the Grafton State Farm. Additions in 1935 and 1948 brought the total area to 1,782 acres. The farm opened in 1923 with fifteen inmates from the Ohio State Reformatory. After only a year, the state transferred the farm to the Cleveland State Hospital, which operated the farm until 1927. The state transferred the farm back to the Reformatory, which continued to operate the farm into the 1980s. Prior to 1930, inmates lived in a converted airplane hanger, but the state constructed a dormitory in that year. The farm supplied pork, milk, and produce to itself and other correctional institutions. The Grafton Correctional Institution (1988) and the Lorain Correctional Institution (1990) are located on part of this farm's land (DRC 1982, 5; Ohio Department of Finance [ODF] 1962, 4: 339; *Ohio State Journal* 4 February 1931, 20).

The Reformatory also operated the Osborn State Farm in Erie County. This land originally was under the jurisdiction of the Soldiers' and Sailors' Home in Sandusky. In 1934, the state transferred jurisdiction to the Reformatory for use as an honor camp. As of 1962, the farm had 206 acres, of which 186 were cultivated. The first inmates initially lived in a house on the property, and later in buildings brought from a Civilian Conservation Corps camp. The state constructed a dormitory in 1948. DRC phased out the farm in 1973 (DRC 1974, 12; ODF 1962, 4: 324). At various times, the Reformatory also maintained honor camps at the offices of the Department of Public Welfare in Columbus, at the Mt. Vernon State Hospital, and at the Soldiers' and Sailors' Home in Sandusky. The Mt. Vernon honor camp operated into the 1970s (DRC 1974, 11; JLCPR 1926, 20, 58).

The Ohio Penitentiary also operated honor units. The London Prison Farm was an honor unit of the Penitentiary until it became a separate institution in 1925. Even after 1925, London had no direct commitments, but only received inmates from the Penitentiary. The Penitentiary also operated a thirty-acre stone quarry adjoining the Columbus State Hospital. As of 1926, the

quarry produced stone blocks and agricultural lime (JLCPR 1926, 12, 15, 57). The Junction City Branch Prison in Perry County opened in 1914 or 1919 (depending on the source) on twenty-two acres of land to produce building and paving bricks for the state. Later, the facility was used to provide care for aged and disabled prisoners from the Ohio Penitentiary. The state purchased an additional forty acres of land at this institution in 1960, some of which was cultivated. In 1926, approximately 200 men lived and worked at the prison. In 1962, 300 inmates lived at the prison, only one-third of whom were able-bodied (JLCPR 1926, 9, 57, 62; ODF 1962, 4: 295). Another honor unit of the Penitentiary was a brick plant in Roseville, Muskingum County. The state purchased the land for the brick plant in 1925 from the Hydraulic Brick Company. The plant produced building and paving bricks from 1928 to 1935. The plant closed in 1935 and reopened in 1952, but without producing bricks. As of 1962, the facility had 27.5 acres of land and housed 280 inmates (JLCPR 1926, 9, 57, 62; ODF 1962, 4: 310). Junction City and Roseville closed in 1966 after the state began to lease the Chillicothe Correctional Institute from the federal government (*Columbus Dispatch* 25 December 1967, 1B).

The London Prison Farm also had satellite honor camps. In 1934, the Department of Public Welfare transferred land in Lebanon from the jurisdiction of the Longview State Hospital in Cincinnati to the London Prison Farm. A 200-man honor camp farmed the land until 1959 when the Lebanon Correctional Institution was activated on part of this land and took over its operation. During the 1950s and 1960s honor camps performing forestry work were located near Portsmouth and Oxford and an agricultural honor camp was located at the State Hospital in Gallipolis (Madison County Bicentennial Committee [MCBC] 1978, 155–56; DRC 1979, 14).

Even well into the twentieth century, the State of Ohio had the largest farm operation in the state, with the Department of Mental Hygiene and Correction as a large part of that operation. In 1963, the Department owned 22,059 acres of land on twenty-one farms and leased or rented another 600 acres. During the 1961–62 fiscal year, almost 17,000 acres were under cultivation or pasture, and the gross income from the farms was nearly $3.7 million. The farms raised about one-fourth of the food used in the institutions. Among the Department's institutional farms were the Boys' Industrial School, Junction City Branch Prison, Roseville Branch Prison, Lebanon Correctional Institution, London Correctional Institution, Marion Correctional Institution, Ohio Reformatory for Women, Ohio State Reformatory, Grafton State Farm, and Osborn State Farm. The biggest single farm was at the London Correctional Institution with 2,598 acres under cultivation. Although the Department employed approximately 260 men in running the farms, inmates and sometimes hospital patients also performed much of the work. As early as 1930, the Department of Public Welfare's Division of Agriculture had worked with The Ohio State University's Department of Agricultural Extension, the Ohio Agricultural Experiment Station, and the Ohio Department of Agriculture (Department of Public Welfare 1931, 90). Through arrangements with the Ohio Agricultural Experiment Station and the Ohio State University

Veterinary Medicine College the farms also served as experimental farms and demonstration laboratories for veterinary students in the 1960s (Bonham 1963, 7–8, 10).

Despite this large operation, the Department recognized that farm work no longer could be justified as having therapeutic value for inmates or patients. Officials acknowledged that at one time institutions saw productive labor as an important part of rehabilitation and reformation efforts, and that in Ohio's rural economy farm work was the kind of labor with the highest utility. However, with the rural base of the economy shrinking, agricultural labor at institutions increasingly provided make work rather than salable job skills. In addition, the farms only produced a portion of the food that the institutions needed, and the institutions had to purchase the remainder anyway (*Columbus Dispatch* 29 December 1971, 1A, 4A).

**Corrections in Ohio after 1940**

In 1941, the Ohio legislature established a Division of Corrections within the Department of Public Welfare. The legislature authorized the division to perform the following duties: manage and operate the penal and reformatory institutions and services of the state, control and supervise prisoners on parole or conditional pardon and those placed on probation by the courts whose supervision has been placed with the division, manage and control the prison industries in state institutions, and investigate and supervise county and municipal jails, workhouses, and probation and parole services. Due to the inability of the Department of Public Welfare to find a suitable administrator for the division, the department did not activate its Division of Corrections until 1949 (Lamneck and Glattke 1950, 25, 27).

In the 1940s, the Department of Public Welfare sought to develop a more modern and effective mechanism to classify prisoners into categories based on their age, criminal history, intelligence level, likelihood of rehabilitation, and other factors, than operated in the state at that time. In 1945, the state legislature authorized the establishment of the Bureau of Examination and Classification within the Division of Corrections and authorized the Division to conduct examinations of each inmate for classification purposes, not only upon admission to an institution, but from time to time as deemed advisable. The legislation also authorized the creation of a Committee for Classification in each institution. The legislature expanded this legislation in 1949 by providing for the central receiving of newly sentenced men at a facility for examination, observation, and classification, after which they would be assigned to the appropriate correctional institution. The legislation authorized the Division to establish a facility to carry out this function (Lamneck and Glattke 1950, 25, 27).

The 1949 legislation was the result of recommendations that the Department of Public Welfare made to the legislature. Other of the Department's recommendations were the retention of the Ohio Penitentiary as the central receiving center and also as a maximum security prison, the conversion of the Ohio State Reformatory to a medium security prison, the retention of the London Prison Farm as a minimum security prison, the construction of a new institution for

young offenders to be used as a vocational training school, the construction at the Lima State Hospital of a new women's unit, a new unit for psychopathic offenders, and a new unit for defective delinquents, and revision of the parole system to help it more adequately meet the demands placed on it. In addition to the classification system, the legislature in 1949 also appropriated money for the training school for young offenders and the new psychopathic unit at the Lima State Hospital (Lamneck and Glattke 1950, 27).

In 1946, the state applied to the Federal Government for land that was part of the Scioto Ordinance Plant near the city of Marion. The Federal Government granted this request in 1948 and transferred approximately 1,243 acres to the state. The Department of Public Welfare originally intended to use this land as a vocational training center for older, more aggressive boys who were unsuitable for incarceration at BIS. The Department had also planned to construct a similar institution for young offenders over eighteen years of age. However, the 1949 appropriation was not enough to construct both planned institutions, and a decrease in the population at BIS reduced the need for new facilities for younger offenders, so in 1950 the Department transferred the land in Marion from the Division of Juvenile Research, Classification, and Training to the Division of Corrections. The latter established a vocational training center called the Marion Training School for male offenders between the ages of sixteen and thirty. The first inmates arrived from the Ohio Penitentiary in June 1950 to repair existing buildings at the site. The first inmates from the Ohio State Reformatory arrived in November 1950 to begin regular occupancy of the institution. The institution provided training in office work, cafeteria, barbering, boiler operation and repair, carpentry, plumbing, painting, welding, electrical, automobile repair, and agricultural trades, among other things. However, by 1954 the overcrowding in the Ohio Penitentiary had become so great that the Division decided to convert the Marion facility to an adult medium security prison. The Division constructed the main building in phases between 1955 and 1957. This building was a telephone pole plan building incorporating administration, hospital, dormitories, cellblocks, chapel, library, gymnasium, laundry, dining, and maintenance functions. The new Marion Correctional Institution had a capacity of 1,122 inmates, all of whom were to be transfers from the Ohio Penitentiary. As of 1962, this institution operated approximately 1,100 acres of land for agricultural purposes (DRC 1979, 11; Lamneck and Glattke 1950, 29; ODF 1962, 4: 230).

In 1954, the Department of Mental Hygiene and Correction was created and assumed the duties of the Department of Public Welfare in administrating the state's correctional institutions. Within the Department of Mental Hygiene and Correction, the Division of Corrections managed and operated correctional institutions and services, supervised prisoner parole and probation, managed the prison industries, examined and classified prisoners, and performed other duties (Ohio Department of Mental Hygiene and Correction 1955, 53).

The Division of Corrections also constructed a new prison to relieve overcrowding at the Ohio State Reformatory. In 1955, Ohio voters approved a bond issue for a state building program, $12 million of which was designated for a new prison to be constructed at the prison farm near Lebanon. The architecture firms of Bellman, Gillett & Richards and Lapierre & Litchfield designed a telephone pole plan main building for this new institution. The building incorporated an administration wing, a chapel, classrooms, cellblocks, a hospital, a gymnasium, an industrial wing, food service, and the laundry. Construction began in 1957 and was mostly complete by 1960. The first inmates arrived in May 1960. The medium security prison had a capacity of 1,500 and was to receive transfers from the Ohio State Reformatory. As of 1962, the prison had more than 1,600 acres of land in agricultural use (Department of Public Works 1962, 76, 90A; DRC 1979, 14; ODF 1962, 4: 173).

Despite the opening of these new prisons, the Department of Public Welfare still sought to establish new prisons to replace the Ohio Penitentiary in Columbus, a longstanding goal of the department. As early as the 1930s, the state considered building a replacement penitentiary on the land of the London Prison Farm, which the state originally intended to be a replacement penitentiary itself (*Ohio State Journal* 24 June 1938, 1). In 1964, the Department of Mental Hygiene and Corrections recommended that a new maximum security prison be constructed in southeastern Ohio, that the Marion Correctional Institution be converted to a maximum security prison for northern Ohio, and that a new medium security prison be built near Grafton to replace the Marion institution (*Columbus Dispatch* 16 December 1964, 1B). By autumn of 1965, state officials had narrowed down the list of potential sites for the new penitentiary to six, of which one was the London Correctional Institution and the rest were in southeastern Ohio. Ohio voters passed a bond issue at that time for the new penitentiary and the proposed new prison at Grafton (*Columbus Dispatch* 2 September 1965, 32A). Also as part of the ongoing plan to replace the penitentiary in Columbus, the state in 1966 acquired the federal reformatory in Chillicothe through a lease. By this time, the state had decided on Lucasville in Scioto County as the site of the new penitentiary and anticipated that the Lucasville and Grafton prisons would be completed by 1969 (*Columbus Dispatch* 23 September 1966, 1A). Instead, the state decided to shelve the plans for the Grafton prison, partly because the opening of the Chillicothe Correctional Institute reduced the need for it and partly because inflation drove up the anticipated cost of the Lucasville prison and officials wanted to use the money earmarked for Grafton to help fund the Lucasville project (*Columbus Dispatch* 11 September 1968, 1B). The state held the groundbreaking for the Lucasville prison in October 1968. Officials intended the new prison to house 1,600 inmates in three sections: maximum security, medium security, and minimum security honor dormitories. Officials anticipated the prison's completion in December 1970 (*Columbus Dispatch* 19 September 1968, 14A; 10 October 1968, 1A). However, in 1970, state officials recognized the need for a reception and diagnosis center and prison hospital in central Ohio and admitted that the new Lucasville prison would not be large enough to house these

functions and that the Ohio Penitentiary could not be completely closed until such facilities could be constructed (*Columbus Dispatch* 10 November 1970, 4A). The Lucasville facility, named the Southern Ohio Correctional Facility, finally opened in 1972 (DRC 1974, 10).

State officials also sought to make administrative changes to the Division of Corrections. Governor John J. Gilligan favored splitting the Department of Mental Hygiene and Correction into two departments during his 1970 campaign for office, and later set up a Citizens Task Force on Corrections. Among the task force's recommendations were splitting the Department of Mental Hygiene and Correction into two cabinet level departments, the appointment of a director of correction based on tenure rather than patronage, a greater commitment of funding to prison operations, and standardization of policies and procedures at the state's correctional institutions (*Columbus Dispatch* 10 November 1970, 4A; 29 June 1971, 12A). Legislation to split the Department of Mental Hygiene and Correction into two new departments passed in the Ohio House of Representatives in November 1971 (*Columbus Dispatch* 4 November 1971, 4A).

Corrections became an independent part of state government on July 12, 1972, when the Department of Rehabilitation and Correction (DRC) came into official existence. The new department operated seven institutions: the Ohio State Reformatory, the Marion Correctional Institution, the Ohio Reformatory for Women, the London Correctional Institution, the Lebanon Correctional Institution, the Chillicothe Correctional Institute, and the Southern Ohio Correctional Facility, plus the Correctional Medical Center at the Ohio Penitentiary. The Southern Ohio Correctional Facility opened in 1972 on 1,900 acres in Scioto County and was intended as a replacement for the Ohio Penitentiary. The facility used the telephone pole plan for its housing wings (DRC 1974, 1, 9, 10).

DRC made few significant changes to its correctional institutions until the end of the 1970s. However, in 1979 the Ohio Penitentiary, officially renamed the Columbus Correctional Facility, began operating under a Federal Court Consent Decree that mandated a closing date for the facility in December 1983 (Dobson-Brown 1998, 10). In addition, the public demand for tougher laws resulted in longer sentences for felony convictions, increasing the prison population. By January 1, 1985, there were 18,300 inmates housed in facilities designed to hold 12,500, and much of the program space at the institutions had been converted to housing (DRC 1984, 6).

DRC pursued two strategies to acquire more facilities to house the increasing prison population. One was to acquire existing state-owned institutions under other departments' jurisdictions to convert to prison space. The other was to construct new prisons. On January 2, 1980, the Fairfield School for Boys, the former BIS, was officially transferred from the Ohio Youth Commission to DRC, which renamed the facility the Southeastern Ohio Training Center. The facility was to be used as a reformatory for first time adult offenders (DRC 1979, 48). DRC renovated the facility during 1980 to convert it from juvenile to adult use; new security fencing

was constructed, window security screening was added, and guard towers were installed (DRC 1980, 5). The first inmates arrived in November of the same year (Southeast Correctional Institution [2002], 25). Also in 1980, the Ohio General Assembly allocated $2.1 million for site selection, acquisition, architectural drawings, and engineering studies for five new institutions and also provided for the purchase of the Chillicothe Correctional Institute from the Federal Government (DRC 2002, 12)

In 1982, the Ohio General Assembly authorized the Ohio Building Authority to issue $638 million in bonds to finance construction of fourteen new state prisons, expansion of two existing facilities, and renovation of another, as well as money for local jail facilities (DRC 1984, 6; DRC 2002, 12). Three state-owned institutions were converted to correctional facilities during the early 1980s. The Lima State Hospital was converted to prison use over the period 1982 to 1984. DRC acquired the buildings of the Southeast Ohio Tuberculosis Hospital in 1982 and converted the buildings into the Hocking Correctional Facility. The Hocking Correctional Facility received its first inmates in April 1983. The state transferred the Orient Developmental Center from the Department of Mental Retardation to DRC in 1983. The facility was converted to the Corrections Training Academy, the Orient Correctional Institution, and the Correctional Pre-Release Center (later the Pickaway Correctional Institution). These three new facilities opened in 1984 (DRC 2002, 13, 27, 30).

Construction of the new prisons began in 1984–85, and the first openings were in 1987. Dayton Correctional Institution opened in February 1987, Ross Correctional Institution in May 1987, Allen Correctional Institution in June 1987, the Correctional Reception Center in September 1987, and the Madison Correctional Institution in November 1987. Other new facilities opened between 1988 and 1990 (DRC 1988, 9). One of the latter was the Mansfield Correctional Institution, which was constructed in response to the Federal court ordered closing of the Ohio State Reformatory (DRC 2002, 33). Rather than the telephone pole plans of the previous decades, most of these new facilities were designed in the campus plan. Examples include the Ross, Allen, Dayton, Grafton, Madison, and Mansfield Correctional Institutions. Many of these also made use of existing DRC land: Ross Correctional Institution was constructed on land associated with the Chillicothe Correctional Institution; Grafton and Lorain Correctional Institutions were constructed on land associated with the Grafton State Farm; Allen Correctional Institution was constructed on the grounds of the Lima State Hospital; Madison Correctional Institution was constructed across State Route (S.R.) 56 from London Correctional Institution; and Mansfield Correctional Institution was constructed on part of the site that the Ohio State Reformatory once occupied (DRC 2002, passim).

Meanwhile, DRC closed down the outmoded facilities of the Ohio Penitentiary and the Ohio State Reformatory. The last inmate left the Ohio Penitentiary in August 1984. Several buildings had already been demolished at the facility by that time. The state demolished the perimeter wall

in 1994 to prevent its collapse. In 1995, the city of Columbus purchased the site for redevelopment. The remaining buildings were demolished in 1997 and 1998, but not before being recorded for the Historic American Buildings Survey (Dobson-Brown 1998, 10, 15). The Ohio State Reformatory was closed in 1990, but received a kinder fate than the penitentiary. Although the perimeter wall and the support buildings were demolished, the original administration building and cellblock wings were left intact to be operated as a museum by a local preservation organization (Mansfield Reformatory Preservation Society 2005).

### A Comparison of Ohio's Correctional Institutions

The nation's earliest state prison facilities were established in the late eighteenth century in the states of Connecticut, Pennsylvania, and New York, and Kentucky, Maryland, Massachusetts, New Hampshire, New Jersey, Vermont, and Virginia soon followed (Carlson and Garrett 1999, 9). Ohio was not far behind, building its first state prison between 1813–15. In comparison to other New England, Mid-Atlantic, and East North Central states, the latter including Ohio, Indiana, Illinois, Michigan, and Wisconsin (United States Department of Commerce, and Bureau of the Census 1918, 16), Ohio was consistently in the top five concerning the number of prisoners incarcerated in state correctional institutions between 1850–1960 (DeBow 1990, 166; United States Census Office 1872, 531; United States Department of Commerce, and Bureau of the Census 1918, 16; 1926, 16; 1943, 98; 1952, 146; 1962, 161; United States Department of Commerce, and Bureau of Foreign and Domestic Commerce 1932, 73; United States Secretary of the Interior 1990, 512). After 1923, Ohio was in the top three, with New York number one and Illinois number two, but the latter only at the time of the 1940 census (United States Department of Commerce, and Bureau of the Census 1942, 98). In 1950 and 1960, Ohio had the second most number of prisoners (United States Department of Commerce, and Bureau of the Census 1962, 161). In 1930, it had the most, with New York second (United States Department of Commerce, and Bureau of Foreign and Domestic Commerce 1932, 73).

Despite Ohio's comparatively large numbers of inmates, its correctional system does not appear to have been progressive, innovative, or held in high regard by officials in other states or at the national level. In fact, the opposite appears to be the case. Although many attempts were made to reform Ohio's prison system, in most respects they appear to have fallen short, particularly during the first half of the twentieth century, with most of the blame directed at the state legislature and other elected state officials for not implementing penal reforms or adequately funding the state's prison system. To illustrate this situation, a few examples are presented below.

Writing in 1933 about conditions at the Ohio State Reformatory at Mansfield in the *Handbook of American Prisons*, the National Society of Penal Information (1933, 818–19) commented:

> "Mass treatment, overcrowding, unsanitary living conditions, and the constant likelihood of death by fire, appear to be accepted as normal accompaniments of incarceration in the penal institutions of Ohio...It seems only just to repeat the statement made in the last Handbook that 'most of the defects of this institution are not chargeable to the resident officials, who suffer from them quite as much as the inmates'...Neither does it seem fair to lay the full blame on the Department of Public Welfare...Only an aroused public, demanding from the legislature the reform of the present intolerable conditions, will make it possible for conscientious officials to develop the kind of penal program which the size and wealth of Ohio would justify."

Commenting in the same publication on the Ohio Reformatory for Women at Marysville, they wrote:

> "This institution has the defects that come from a backward state policy, rather than from the incompetence or indifference of local officials. What must be done to make this reformatory effective as an agency for the protection of society is exactly what must be done in other Ohio institutions; there must be a conservative policy, backed by liberal appropriations, to meet the new conditions which [sic] have arisen with the growth of the penal population" (1933, 807).

Also in reference to the Ohio Reformatory for Women, Rafter (1992, 661), in comparing the achievements of women's reformatories in northeastern versus north central states, noted that several in the north central region "(such as the crowded, unambitious institution at Marysville, Ohio) made little effort to achieve reformatory aims."

In discussing mistakes made in the planning and design of prison facilities, the United States Bureau of Prisons (1949, 39) cited the Ohio Penitentiary in Columbus as an example "of the bad results from urban congestion and the patching-up of antiquated structures." They also characterized the planning and design of the federal reformatory at Chillicothe, constructed between 1926–36 to incarcerate youthful male offenders between the ages of 17 and 30 and one of the earliest prisons built according to the telephone pole plan (Johnston 2000, 151), as interesting but unsatisfactory "because the central facilities are not readily available to all of the population, particularly the cell house group. The institution structures and facilities are too widely distributed" to deliver effective dining and hospital services (United States Bureau of Prisons 1949, 120). However, the United States Bureau of Prisons also stated:

> "The experience with Chillicothe illustrates the value of learning by experience in correctional planning. The institution represented about the best planning known

> at the time, and it was certainly the best reformatory plant then in existence for the detention and treatment of all types of reformatory inmates in a single institution. Its defects as a plant have been discovered in the course of twenty years of administration, and the lessons learned have formed part of the background against which the plans for model reformatories have been drawn up...Intangibles at Chillicothe which do not appear on the blueprints are the forces and influence which help to make the atmosphere of this reformatory one of hope and progress rather than of restraint and punishment. Every facility that might reroute these young men back to lawful living is accorded them. Vocational training is heavily stressed, though academic education is also available" (1949, 121).

Particularly noteworthy was the airplane mechanics school at Chillicothe. During World War II it "provided full-time training to inmates who could expect immediate placement following their release from prison in the all-important aircraft industry" (Roberts 1997, 151).

In its report on Ohio's penal problem, The Ohio Institute compared Ohio's penal program between 1910 and 1927 "with six other states, chosen as being directly comparable with Ohio: viz., Massachusetts, New York, New Jersey, Pennsylvania, Illinois, and Indiana" (1927, 5–6). They found that in some significant respects, Ohio's penal program was contrary to other states' programs. For example:

> "Ohio's recent trend toward more commitments [of prisoners to prisons and reformatories] and longer sentences, while shared by other states, is much more marked than theirs...Ohio's increase in both commitments and prisoners contrasts sharply with the decreases in several states such as Massachusetts, New York, and New Jersey, where probation is used more extensively" (1927, 10).

> "In actual numbers, the increase [of inmates at Ohio's prisons and reformatories] was 65% from 1910 to 1923, and 99% from 1923 to 1927...This rapid increase has already created an acute over-crowding of all state penal institutions. Ohio is confronted with the immediate necessity of increasing its institutional capacity or of reducing the number of prisoners through increased use of probation and parole...or both...Marked reductions in certain other states both in number of prisoners and in number of commitments suggests the advisability of Ohio's studying their methods and results more closely" (1927, 20).

Ohio's juvenile offenders institutions, the Boys' and Girls' Industrial Schools (BIS and GIS, respectively), do not appear to have faired much better when compared to similar institutions in other states. For example, Stewart (1980, 46), citing Reeves (1929, 172–73; 408–20), noted

"that in 1921 GIS was near the bottom in expenditures per inmate for salaries when compared to twenty similar institutions throughout the country."

Inadequately staffed facilities, partially due to low staff salaries, were issues for both the BIS and GIS. This situation was largely unchanged in the mid-1950s. Stewart (1980, 47), citing Weeks and Ritchie (1956, 221–22), noted that using the standards set for juvenile institutions by the United States Children's Bureau, both Ohio juvenile facilities fell well below acceptable staff to inmate levels. Stewart identified staffing issues as "the most troublesome and intractable administrative problem faced by either institution" (1980, 42).

One possible exception to Ohio's generally backward juvenile detention system may have been the design of the BIS in Lancaster.

> "The most important improvement in institutions to house and treat juvenile delinquents came when the prison-like barracks were gradually supplanted by smaller cottages, operated on what was called the 'family plan,' that is, administered by resident supervisors who lived with the children...The cottage system was first introduced into the United States in the institution for girls at Lancaster, Massachusetts, in 1854, and in the reform school for boys at Lancaster, Ohio, in 1858" (United States Bureau of Prisons 1949, 135).

Although the cottage plan for housing juveniles was seen as an improvement, if not innovative, for its time, it contributed little to actually reforming the behavior of juveniles in such facilities. In many respects, Ohio's juvenile institutions, like many similar facilities throughout the nation, failed in their efforts at rehabilitating youthful offenders. Stewart (1980, 228), like many others, concluded that 150 years of institutionalization for juvenile offenders was a failure. In the 1970s, Ohio joined the national trend, set by the state of Massachusetts, of deinstitutionalizing many juvenile delinquents in favor of community-based treatment programs. In Ohio, this movement culminated in the closing of the BIS in 1980 following a scathing citizens' task force review of Ohio's juvenile justice system (Ohio Attorney General, Juvenile Justice Task Force 1976). The GIS, however, was not closed. Most of its historical buildings were demolished in the early 1990s during an extensive remodeling (Moody-Nolan 2004). The facility is now known as the Scioto Juvenile Correctional Facility, serving both male and female juvenile offenders. Stewart (1980, 231–32), quoting from the Task Force's report (1976, 4, 78, 88), wrote: "Ohio...must 'end the century-old reliance on the wasteful, ineffectual, inhumane, pointless juvenile "training school" concept.' Fairfield [BIS] was a 'nationally infamous disgrace' that did more to perpetuate delinquency than alleviate it."

## DRC CORRECTIONAL INSTITUTIONS

The main focus of the history and analysis in this nomination is on five institutions: London Correctional Institution (LoCI), Ohio Reformatory for Women (ORW), Southeastern Correctional Institution (SCI), Chillicothe Correctional Institution (CCI), and the former Lima State Hospital for the Criminally Insane (now divided into the Lima Correctional Institution [LCI] and Oakwood Correctional Institution). These are the most significant and intact of the extant state and federal correctional resources in Ohio that are more than fifty years of age and that are not already listed in the NRHP.[1]

| Institution Name | Chillicothe Correctional Institution (CCI) | Lima Correctional Institution (LCI) | London Correctional Institution (LoCI) | Ohio Reformatory for Women (ORW) | Southeastern Correctional Institution (SCI) |
|---|---|---|---|---|---|
| **Other Name(s)** | United States Industrial Reformatory; Federal Reformatory | Lima State Hospital for the Criminally Insane | London Prison Farm | Not applicable | Ohio Reform School; Boys' Industrial School; Fairfield School for Boys; Southeastern Ohio Training Center |
| **Address** | 15802 State Route 104 North P.O. Box 5500 Chillicothe, OH 45601 | 2350 N. West Street Lima, OH 45801 | 1580 State Route 56 P.O. Box 69 London, OH 43140 | 1479 Collins Avenue Marysville, OH 43040 | 5900 B.I.S. Road Lancaster, OH 43130 |
| **Acreage**[2] | 72 (plus 1,707 adjacent as part of Ross Correctional Institution) | 574 (as of 01/2004; includes Oakwood Correctional Facility and Allen Correctional Institution) | 2,950 | 257.8 | 1,377 |

[1] The first state correctional institution in Ohio, the Ohio Penitentiary in Columbus, is no longer extant. The Ohio State Reformatory in Mansfield, the second adult correctional institution in the state, is listed in the NRHP, although portions have since been demolished. The main building, however, is now operated as a museum.

[2] Acreage obtained from DRC 2005, except for Lima Correctional Institution (Correctional Institution Inspection Committee 2004).

| Institution Name | Chillicothe Correctional Institution (CCI) | Lima Correctional Institution (LCI) | London Correctional Institution (LoCI) | Ohio Reformatory for Women (ORW) | Southeastern Correctional Institution (SCI) |
|---|---|---|---|---|---|
| Dates of Operation | 1926–66 (federal) 1966–present (state) | 1915–June 2004 | 1915–25 (as part of Ohio Penitentiary) 1925–present (as separate institution) | 1916–present | 1858–1980 (juvenile facility) 1980–present (adult facility) |
| Population (most recent)[3] | 2,782 (as of 12/2004) | 0 (1,565 in 12/2004) | 2,104 (as of 12/2005) | 1,842 (as of 11/2005) | 1,443 (as of 12/2005) |
| Population (1920) | Not applicable | 876 | Not applicable | 149 | 1,131 |
| Population (1930) | No data available | 1,033 | 929 | 391 | 1,101 |
| Population (1940) | No data available | 1,139 | 1,701 | 281 | 784 |
| Population (1950) | No data available | 1,229 | 1,770 | 350 | 652 |
| Approximate Number of Pre-1956 Resources Present Today | 24 | 23 | 43 | 17 | 36 |

[3] Most recent population obtained from DRC 2005, except for Lima Correctional Institution (Correctional Institution Inspection Committee 2004). The data for earlier years were derived from departmental annual reports.

**Southeastern Correctional Institution**

The SCI, formerly the BIS, is located in Fairfield County, south of the city of Lancaster (Figure 1 and Figure 2, Sheet 1). In April 1857, the General Assembly passed a law creating in detail the Ohio Reform Farm (later named the Ohio Reform School). After an examination of potential sites throughout the state, the organizing commission purchased 1,170 acres in Fairfield County for $14,920. Like its model at Mettray in France, the reform farm was to be organized on the cottage system and was to emphasize agricultural training. The commissioners saw the lack of a proper family life with its concurrent lessons of discipline and morality as one of the leading causes of delinquency. Also, the commissioners, like many other members of the upper and middle classes, saw the rural countryside as an inherently more moral setting than urban areas. Not only would agricultural training help teach discipline and morality, but it also would provide training for jobs outside the city, so the young men would not need to return to the city life that had led them astray in the first place (Stewart 1980, 18–23).

The first building constructed at the site of the new school was a log cabin that served as the first cottage. Construction began late in 1857, and the cabin was ready for the school's first residents in February 1858. About the same time, the first husband and wife team of cottage supervisors was hired, and Charles Reemelin agreed to be the first superintendent. The Commissioners chose twenty boys from the Cincinnati House of Refuge and the Ohio Penitentiary to be the first residents. As these boys arrived, they were put to work constructing buildings to house more boys. Subsequent arrivals constructed still more buildings for the expanding population. Although the boys constructed a second log house, they soon began construction on permanent brick buildings, including cottages and an administration building (Stewart 1980, 25–27).

By 1876, more substantial buildings had replaced the early buildings. The campus at that time consisted of a main building, nine family cottages, a chapel, three shop buildings, three barns, a laundry, two engine houses, an ice house, a dry house, a wood house, a bake house, a gas house, a sawmill, and a water tower, along with several outbuildings. The main building contained employee housing, the dining rooms, the hospital, and the library, among other rooms. The cottages contained rooms for the Elder Brother (as the cottage supervisors were called) and his family, a schoolroom, dormitory rooms for the boys, and a wash room in the basement. Each cottage housed fifty to sixty boys and was named for one of the state's primary rivers. As of March 1, 1876, there were 504 boys in the institution (State Centennial Educational Committee 1876, n.p.).

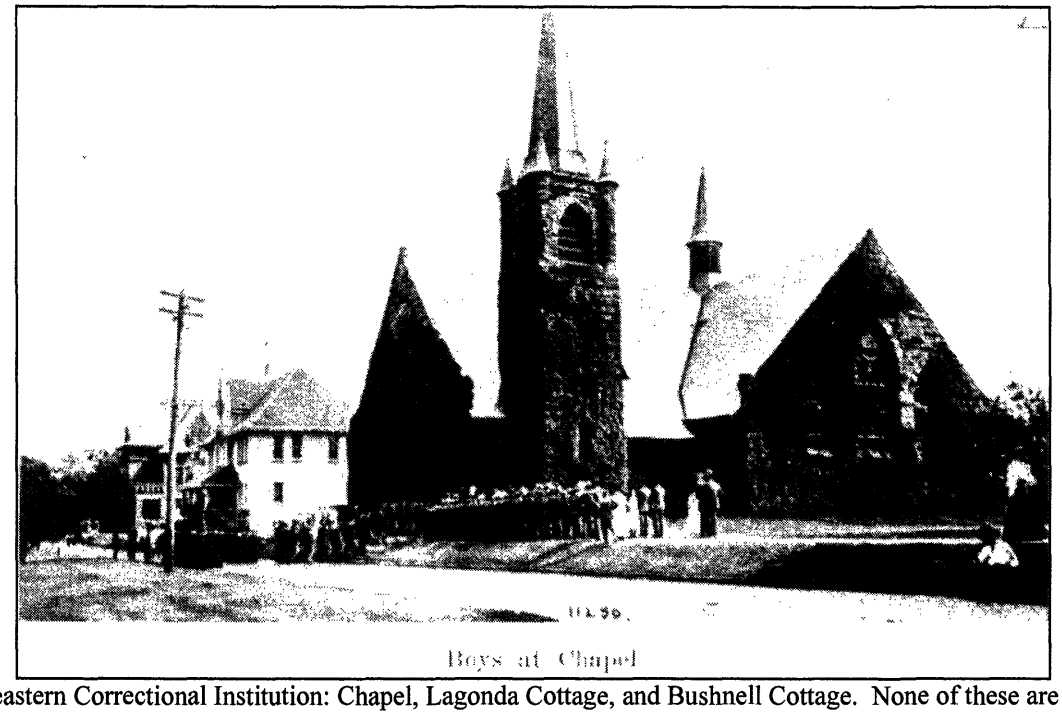
Southeastern Correctional Institution: Hocking Cottage, now B Dormitory, built ca. 1880.

The soil of the farm proved to be thin and unproductive for grain crops, but was well suited to growing fruit. By 1876, approximately 500 acres of land had been cleared for agriculture, about half for orchards and half for gardening and pasture. In addition to agriculture, boys had the opportunity to learn industrial trades. Shoemaking and tailoring shops produced goods for the school, and the blacksmith and carpenter shops provided training as well as maintaining the school. Other shops included brush making, hame (horse collar) making, and a shop for making cane seats for chairs. Boys spent half the day at work and half the day in school. The Elder Brothers served as teachers and supervised the agricultural work. Daily religious instruction also was part of the boys' routine. The average length of stay at the school was twenty-three months (State Centennial Educational Committee 1876, n.p.).

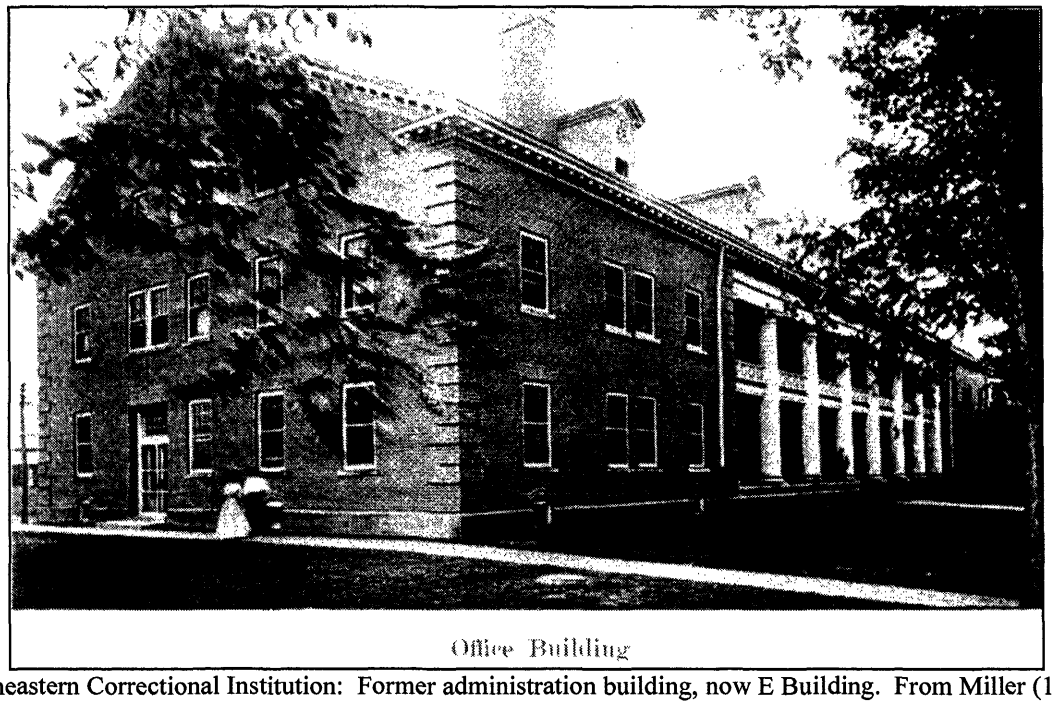
The reform farm served as a model when the state legislature created a reform school for girls (later named the Girls' Industrial School [GIS]) in 1869. The latter also developed into a cottage plan or family plan institution (Stewart 1980, 31). The farm also received visitors from other states, including New Jersey, Indiana, Iowa, Minnesota, and Kentucky, and also Washington, D.C., who studied the farm and used it as one of the models for institutions in their own states (SCI [2002], 3).

In 1877, BIS began separating the younger boys from the older boys with the construction of a cottage on the east side of the main complex. This area eventually developed into a small subsidiary campus for the younger boys called Ohio Village and eventually even received its own school (ODF 1962, 4: passim; *Ohio State Journal* 8 April 1928, 16; SCI [2002], 6–7, 17).

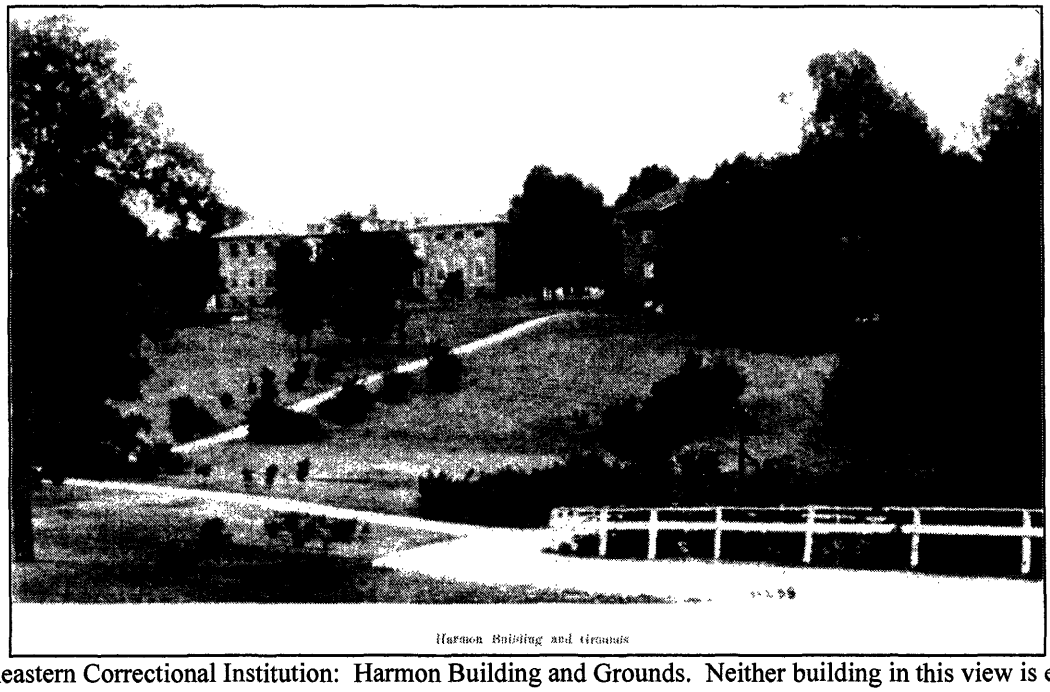
By 1911, the BIS campus consisted of a new main building, the old main building, sixteen family cottages, an administration cottage, industrial building, laundry, bakery, telegraph school and detention hospital, dairy barn, slaughterhouse, blacksmith shop, two schools, conservatory, plumbing and tinning building, central steam plant, tailor shop, two horse barns, carriage barn, armory, chapel, hospital, two dining halls, and other utility and storage buildings. The family cottages were named for rivers and former governors. Two cottages were reserved for African-American boys (Miller 1912, 347). BIS purchased land adjacent to its north end in 1928 and 1935 to gain land more suitable for agriculture (Figure 3). This land at first was called the Kern Farm and, later, as the New Farm. Some of the boys who worked the farm lived in a house on the site (SCI [2002], 19–21).



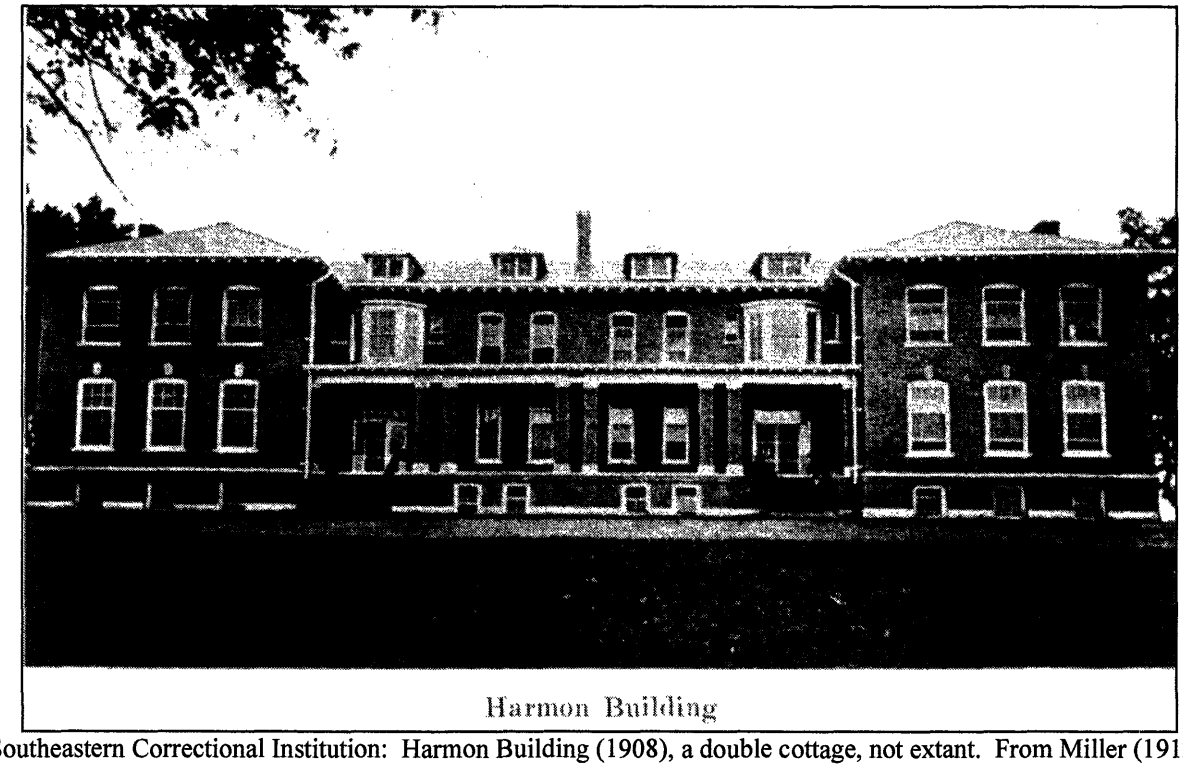

Southeastern Correctional Institution: Chapel, Lagonda Cottage, and Bushnell Cottage. None of these are extant. From Miller (1912).




Southeastern Correctional Institution: Former administration building, now E Building. From Miller (1912).




Southeastern Correctional Institution: Harmon Building and Grounds. Neither building in this view is extant. The administration building and main parking lot now cover most of the foreground. From Miller (1912).




Southeastern Correctional Institution: Harmon Building (1908), a double cottage, not extant. From Miller (1912).

Pictures and site plans from the early twentieth century show campus-like surroundings at the school. Shade trees lined many of the paths around the complex, lawns stretched between the buildings, and decorative shrubs are visible in the photos. An oval driveway bisected by a walkway led from the main road to the school to the then-main building (Briggs 1924; Contosta 1999, 99; Miller 1912, 352; ODF 1931).


Aerial view of BIS in March 1930 (ODF 1931).

From the original twenty boys, the school's population generally grew steadily into the hundreds. In 1865, there were 240 boys. The population was in the 500s by the mid-1870s. By the turn of the twentieth century, the population was in the 800s. During the 1910s and 1920s, the population generally was more than 1,000 and at times more than 1,200. The numbers dropped by several hundred during the years of the Great Depression and World War II, but by 1964 the superintendent complained that the inmate population was near 1,800 at times. By the time the Ohio Youth Commission began transitioning to community based programs in 1975, there were about 1,200 inmates (Gibbs 1964, n.p.; SCI [2002], passim; Stewart 1980, 232).

While the founders of BIS viewed agricultural labor as the most beneficial to the character and future job prospects of the inmates, some industrial programs were introduced by the 1860s. The first large shop building was constructed in 1870. Some of these industries, however, were of little vocational value and were simply examples of contract labor, such as the brush-making

shop. Examples of contract labor were present into the 1890s. The increasing urban and industrial nature of Ohio and the correspondingly greater number of industrial programs at the school led the school's Board of Trustees to rename the school the Boys' Industrial School in 1884. However, agriculture remained the school's primary vocational focus into the twentieth century (SCI [2002], 4; Stewart 1980, 39, 144–48).

In addition to the contract labor industry, many of the other vocational training programs were used to perform maintenance work for the institution, rather than provide real world skills. The shoemaking and tailoring shops made the shoes and clothes for the school, and the blacksmith and carpentry shops performed repair and maintenance work around the school (State Centennial Educational Committee 1876, n.p.). Some later vocational programs, such as cooking, baking, and laundering, also apparently were primarily intended to provide student labor to the school (Stewart 1980, 149). A special committee of the governor investigating BIS in 1915 found that "the assignment of vocational training is purely haphazard and made largely with reference to the needs of the institution, rather than to the abilities and inclinations of the boys" (*Ohio State Journal* 17 July 1915, 3). On the other hand, more technical vocational programs were established. The school began a class in telegraphy in 1878, and a printing shop was in operation by 1885 (SCI [2002], 7, 9).

Like many of the other correctional institutions in Ohio, BIS suffered recurrent problems with overcrowding, under-funding, political patronage, and insufficiently trained and/or overworked staff. BIS had only two superintendents during its first twenty-one years; once the superintendent position became subject to patronage, four men served seven separate terms in the office over the next twenty-two years, with changes coinciding with changes in governor. This problem diminished after the enactment of civil service legislation and the establishment of the Board of Administration to oversee BIS and other state institutions (Stewart 1980, 35–36, 38–39).

Because of the family system of organization and the relatively isolated location of the institution, the staff of the cottages had to commit to living at the institution, as did non-cottage academic and vocational teachers. Lack of space for adequate staff quarters generally disqualified job applicants with families. The low pay that the state offered also discouraged job seekers. As a result, not only did BIS suffer from insufficient staff levels, but also from less qualified staff and high levels of staff turnover. This resulted, in turn, in higher ratios of inmates to staff, fewer opportunities for staff training, and greater employee stress (Stewart 1980, 42–50).

There were complaints about overcrowding at BIS as early as the 1860s (SCI [2002], 2–3). By the 1920s, the institution was releasing as many boys each month as were entering, not because they were ready for release, but simply to free up room for the newcomers. The average stay at BIS at that time was nine months. Despite the institution's mission to teach discipline and trade skills, most inmates were at BIS for too short a period to learn either (*Ohio State Journal*

*Magazine* 23 August 1925, 1). In 1930, state welfare director H. H. Griswold admitted that despite being the largest institutions of their kind in the country, both BIS and GIS were overcrowded to the point where effective rehabilitation was extremely difficult (*Ohio State Journal* 27 June 1930, 2). Even as late as the 1960s, the superintendent of the school complained that the limited facilities and staff and the limited amount of time and services available for each boy restricted the school's efforts to reform delinquents (Gibbs 1964, n.p.).

The combination of too many inmates and too few staff changed the institution's primary function from rehabilitative to custodial, in fact if not in theory. Faced with a relatively large disparity in numbers, staff not only had insufficient time to spend working in depth with inmates, but correspondingly felt the need to devote greater time and effort to maintaining control over the school's population. Inmates came to understand that to be released they merely needed to avoid confrontation with the school's authorities, regardless of whether they had learned discipline, citizenship, or a trade (Stewart 1980, 44, 58, 78, 98).

Several methods were used to maintain control at BIS. One was the tight control over the boys' daily schedule and movements. From the year the school opened, every boy followed a set schedule that allowed little free time or time to himself. A second method was a system of merits and demerits, which also was in operation almost from the time the school opened. For a time in the late nineteenth and early twentieth centuries, boys were assigned demerits upon entry based on the severity of the crime for which they were sent to BIS. Then the boys not only had to avoid accumulating new demerits, but also had to work off the demerits they had been assigned upon entry. Only upon working off this total could they earn privileges by earning merits. Another method was military drill. A trend in reform schools nationally around the turn of the twentieth century was the appointment of former military officers as superintendents. Many of these officers instituted military drill in an effort to instill an atmosphere of order and respect for authority among the boys, just as in the army (Stewart 1980, 58–76, 90–96).

In addition to demerits, more severe punishments were available to school authorities. When the school opened, the methods of punishment, from least to worst, were demerits, solitary confinement, corporal punishment, and expulsion. Corporal punishment required the approval of the superintendent before it could be meted out (Stewart 1980, 69). At the turn of the twentieth century, punishments ranged from deprivation of recreation time, to demerits, to assignment to hard labor, to loss of privileges, to corporal punishment. Despite rules intended to prevent the abuse of corporal punishment, various investigations uncovered practices such as shackling escapees with leg irons, beating the bottom of inmates' feet, forcing them to stand in awkward positions for hours at a time, and unauthorized beatings. As late as 1923, disciplinary cells only a few feet in dimension were used as punishment (Stewart 1980, 85–86). As late as 1940, investigating committees found that corporal punishment was used for infractions as trivial as

talking during dinner times, and that officers "tried to enforce a regime as strict and rigid as is found in any penitentiary" (*Ohio State Journal* 6 June 1940, 14).

Negative accounts in the press led the legislature and the governor to fund improvements to BIS in the late 1950s and 1960s. The Ohio General Assembly authorized $375,000 for improvements in 1955, which provided a new agricultural equipment building and garage. In 1957, the state advertised bids for a vocational building, a medium security building, a two-way radio system, and work to the superintendent's residence. Other projects underway in 1957 were a new shelter house at Riven Rock, additions to the creamery and the grain storage building, and new boulevard lights (*Lancaster* [Ohio] *Eagle Gazette* 10 May 1957, n.p.). Auglaize Cottage was dedicated as a Catholic chapel in 1962 (*Dedication Program* 1 July 1962). Governor James Rhodes ordered a cleanup of BIS in 1964 that led to new landscaping, new basketball courts, remodeling of some buildings, and a new recreation building with a bowling alley (now an Ohio Penal Industries building) [*Columbus Dispatch* 18 May 1965, n.p.]. This work became part of a $2.6 million capital improvement program. An academic wing was added to the school, including seventeen new classrooms, counseling rooms, an industrial arts section, an Olympic-sized swimming pool, and an auditorium/gym (now A Building). A new vocational building with a barber college, shoe repair, and electric shop and a new cattle barn were constructed. Renovation of the cottages included new vinyl floors, new plumbing, new electrical systems, new paint, and, in some buildings, new roofs. The superintendent's house was renovated into an honor dormitory. Improvements were made to the Protestant chapel, the administration building, the sewage treatment plant, and the water and sewage lines (*Lancaster* [Ohio] *Eagle Gazette* 29 January 1966, n.p.).

Not all changes at this time were physical ones. In 1963, BIS and the Girls' Industrial School were removed from the Department of Public Welfare and placed under the jurisdiction of the newly created Ohio Youth Commission, an independent cabinet-level agency (Stewart 1980, 42). In November 1964, in an effort to improve public perception of the institution, the state renamed BIS the Fairfield School for Boys (*Columbus Dispatch* 26 November 1964, 4A).

In the 1970s, the national trend in juvenile corrections was the movement toward community-based treatment programs and away from institutionalization. The community-based programs were seen as being more humane, more economical, and no less effective than the large state institutions, which increasingly were coming under negative public scrutiny. In January 1976, the chronically crowded conditions at the Fairfield School for Boys prompted Ohio Attorney General William J. Brown to appoint a citizens' task force to review the state's juvenile corrections system. Among other suggestions, the task force endorsed the concept of community-based programs and recommended that the Fairfield School for Boys be closed and demolished. Between 1975 and 1979, the Ohio Youth Commission lowered the school's population from about 1,200 boys to 350 (Stewart 1980, 230–32).

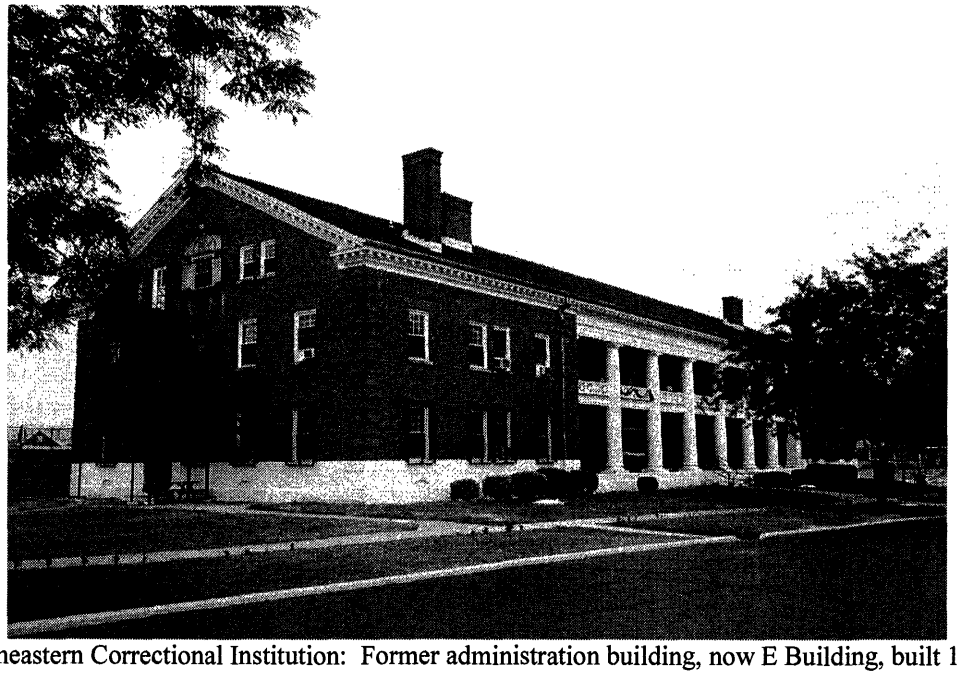
In 1979, the legislature agreed to close the Fairfield School for Boys and transfer the facility to DRC for conversion to an adult prison. DRC needed to rapidly expand their institutional capacity, and the former BIS was the first of several state institutions that were transferred to DRC's jurisdiction to meet this need. The school closed on January 1, 1980, and the next day became the Southeastern Ohio Training Center, a reformatory for first-time adult inmates. The conversion to an adult prison included installing security fencing and guard towers for the first time, adding window security screening, and constructing a new water tower. The first inmates arrived in November 1980. The institution was renamed the Southeastern Correctional Institution in 1986 (DRC 1979, 48; DRC 1980, 5; SCI [2002], 25; Stewart 1980, 233).

As of 1962, the institution comprised 1,687 acres of land (ODF 1962, 4: 431). In 2005, the main complex of buildings, the original institution, is located toward the south end of the institution in an area that is mostly hilly and wooded. The land in the north end of the institution is level and in agricultural use. Security fencing surrounds the central part of the main building complex, where most of the housing and service buildings are located. Other buildings are located in the adjacent area, including several agricultural buildings and the powerhouse.

A cemetery is also near the main building complex. Some agricultural buildings are located at the north end of the institution; some of these buildings were purchased with the land in the 1920s, and BIS built the others (Figure 3).

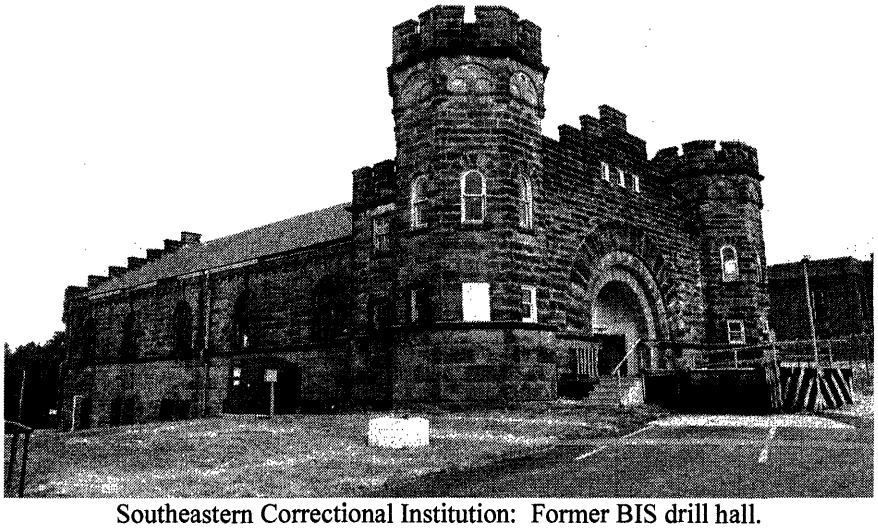
The buildings and grounds have evolved continuously since the establishment of the institution in the 1850s. Dramatic changes have occurred since the late 1950s, especially since the institution came under DRC's jurisdiction in 1980. Forty buildings shown in the plot plan of BIS included in the 1962 *State Capital Inventory* have been demolished, and the early campus-like layout of the institution is now mostly indiscernible (ODF 1962, 4: 498–99). The forty razed buildings include eleven of the sixteen family cottages that were one of the defining features of BIS. At least twelve buildings have been constructed in the main complex since the late 1950s, and as many of these are far larger than the older buildings, they tend to visually dominate the institution (Figure 2, Sheet 2 and Figure 4).

The older buildings that survive mostly date from ca. 1880 to 1931 (ODF 1962, 4: passim). The non-agricultural buildings are mostly red brick, and most of the early twentieth century buildings are Colonial Revival in style.

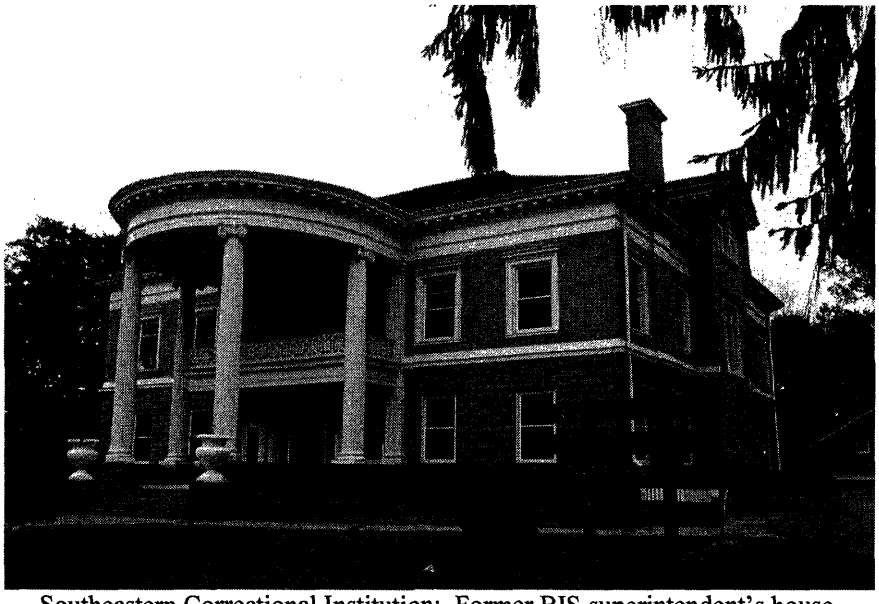


Southeastern Correctional Institution: Former administration building, now E Building, built 1904.

Two notable exceptions in material and style are the former drill hall, a Richardsonian Romanesque building with a stone exterior, and the former superintendent's house, a yellow brick Beaux Arts mansion.



Southeastern Correctional Institution: Former BIS drill hall.



Southeastern Correctional Institution: Former BIS superintendent's house.

Research has identified few of the architects or designers of the older buildings at SCI. However, research shows that the Columbus firm of [Joseph W.] Yost and [Frank L.] Packard designed several buildings for BIS (Yost and Packard [1896?], n.p.). Research has not identified all of the Yost and Packard buildings; however, the former drill hall is one of these buildings and is extant. State Architect T. Ralph Ridley designed Maumee Cottage (M Dormitory) [Ridley 1930].

### Lima Correctional Institution

The Lima Correctional Institution is located in Allen County north of the city of Lima and was established as (and served most of its history as) the Lima State Hospital, an institution for the criminally insane (Figure 1 and Figure 5, Sheet 1). The origin of Lima State Hospital began in April 1904 when the House Committee on Hospitals for the Insane recommended the purchase of 500 acres of land "at some convenient point" for the construction of a new state hospital (*Allen County* [Ohio] *Republican-Gazette* 26 April 1904, 7). The legislature then created a committee to investigate the matter further (*Ohio State Journal* 26 April 1904, 3). The committee eventually chose Lima as the site of the new hospital (*Lima* [Ohio] *Daily News* 13 July 1915, 6; Rusler 1921, 502). The legislature passed an act in April 1906 for the construction, organization, and management of the Lima State Hospital for the Insane, and Governor John M. Pattison appointed a building commission (Lima State Hospital Commission 1907, 3; *Ohio State Journal* 24 January 1915, editorial section p. 1).

The law authorizing the hospital designated seven classes of patients for which the hospital was intended: inmates who became insane while in a state correctional facility, dangerous insane persons in a hospital for the insane, persons accused of a crime but not indicted because of insanity, persons indicted and found to be insane, persons acquitted because of insanity, persons judged to be insane who were previously convicted of a crime, and such other persons as were directed by law (Lima State Hospital Commission 1907, 3). In its 1907 annual report to the governor, the building commission warned, "It must be borne in mind that the character of this institution is radically different from any other institution in the state, and that the class of patients to be care [sic] for in this institution have never heretofore been specifically provided for in Ohio, but have been divided up among the other state institutions" (Lima State Hospital Commission 1907, 4).

The commission retained Frank Packard of Columbus as its architect. Packard began practicing architecture in Columbus in 1892, initially in partnership with J. W. Yost. By the time of his death in 1923, Packard was credited with the design of 3,400 buildings, among them a number of institutional buildings including jails, hospitals, and county children's homes ("Frank L. Packard" 1924, 107; Yost and Packard [1896?], n.p.). Packard's staff assisted him on the Lima project; Ralph Snyder was associate architect and E. F. Babbitt was the mechanical engineer (*Ohio State Journal* 24 January 1915, editorial section p. 1). The Olmsted Brothers, a nationally prominent landscape architecture firm, apparently designed the grounds and farm layout, although the hospital staff found it necessary to deviate from the plans during development of the grounds and farm (Ohio Board of Administration 1916, 192).

The commission, along with Packard and his staff, conducted studies to determine what kind of hospital plant and program would best serve the needs of the patients for whom the hospital was intended. The commission and its architects visited the few other institutions in the U.S. that were comparable to what Ohio intended to build. These were located in Bridgewater, Massachusetts; Matteawan, New York; Dannemora, New York; Ionia, Michigan; and the District of Columbia. The committee also sought advice from experts both in the U.S. and abroad. Finally, the committee submitted the architectural plans to the various state officials whose approval was needed. When the needed approvals were received, the state let the contract to the National Concrete Fireproofing Company of Cleveland (Lima State Hospital Commission 1907, 3; *Ohio State Journal* 24 January 1915, editorial section p. 1). Construction began in August 1908 and was largely complete by January 1915 (ODF 1962, 3: 4; *Ohio State Journal* 24 January 1915, editorial section p. 1). The state spent more than $2.2 million constructing the hospital (*Lima* [Ohio] *Sunday News* 11 July 1915, 8).

The building commission recognized the specialized construction that the hospital would require. "Owing to the class of patients that must be provided for, a portion of the buildings for this institution must be of a semi-prison nature and necessarily built of fire resisting materials. It is

estimated that at least forty [percent] of the patients cared for in this institution will be of such a character as to require stronger and much more secure quarters than for ordinary hospital purposes" (Lima State Hospital Commission 1907, 4).

While the building was under construction, it drew some attention from the architectural press. "In its plan and the method of construction of the various buildings, the departure from previous methods in similar institutions is so very radical as to be worthy of special mention...In construction this building is, as far as known, unlike any other building either in this country or abroad" ("The Lima (Ohio) State Hospital" 1912, 46). All of the parts of the building are monolithic reinforced concrete construction. Forms were built for all of the structural elements, and concrete poured for the floors, walls, and ceilings together, with spaces left for the conduits and pipes. Door hinges and anchors for the window guards also were embedded in the concrete. Once the concrete set and the forms were removed, mostly all that was left to do was to install the fixtures, doors, and window frames and sashes. The interior walls, floors, and stairways were rubbed and polished reinforced concrete. These measures, in addition to ensuring that there was no means of escape, also left no means for patients to damage the building ("The Lima (Ohio) State Hospital" 1912, 46). It has been claimed that Lima State Hospital was the largest poured concrete structure in the world under a single roof before the building of the Pentagon (DRC 2002, 30; Ohio Historic Inventory 1979).

The building was designed to be as non-combustible as possible. Wood was used only for frames, sashes, and doors. The main axis of the hospital was oriented north and south to maximize exposure to the sun in the day rooms and dormitories. The main dining hall, located at the north end of the main corridor, had a seating capacity of 512. Two smaller dining halls had room for 200 each. The infirmary had its own dining room. Two other dining halls, located adjacent to the service wing, served the employees. The service wing contained the kitchen, scullery, bakery, pantries, storehouse, cold storage, laundry, and other related departments (*Ohio State Journal* 24 January 1915, editorial section p. 1). Patients were housed in eighteen dormitory wards and six cell wards. Most of the pavilions had a ward on each floor, while each three-story cellblock comprised a ward. The brick walls between the pavilions formed secure exercise courts for each pavilion. Facilities outside the main building included a power plant, water purification system, sewage treatment plant, machine shop, carpenter shop, and greenhouse (Lima State Hospital [1935?], 1–2).

A conflict between the hospital building commission and the Board of Administration delayed the opening of the hospital for a short time (*Ohio State Journal* 6 May 1915, 12; 2 July 1915, 4). Finally, on July 19, 1915, the governor and secretary of state certified that the hospital was ready for the reception of inmates and was formally opened (*Lima* [Ohio] *Daily News* 19 July 1915, 2; *Ohio State Journal* 20 July 1915, 10). The first patient arrived early in July from Marysville, where a jury had found him insane during his murder trial. The first transfer of patients from

another institution took place on July 29, 1915, when sixty-eight patients from Newburgh Hospital in Cleveland arrived at the Lima facility. The next day forty-seven patients arrived from Dayton (*Lima* [Ohio] *Daily News* 13 July 1915, 1; 29 July 1915, 1; 30 July 1915, 4). The Board of Administration officially took over management of the hospital October 1, 1915 (*Ohio State Journal* 22 September 1915, 2).

The hospital received patients from all of the state's counties. Common pleas courts committed most patients, although the probate courts also sometimes committed patients. Patients could also be transferred from other mental hospitals or from the penal institutions. People convicted or indicted for any felony who were suspected of being mentally ill could be temporarily committed to the hospital for observation (Lima State Hospital [1935?], 1). Among the conditions treated at the hospital were alcoholism, drug addition, manic depression, paranoia, dementia, prison psychoses, involuntary melancholia, senile psychoses, and constitutional inferiority (Ohio Board of Administration 1916, 197).

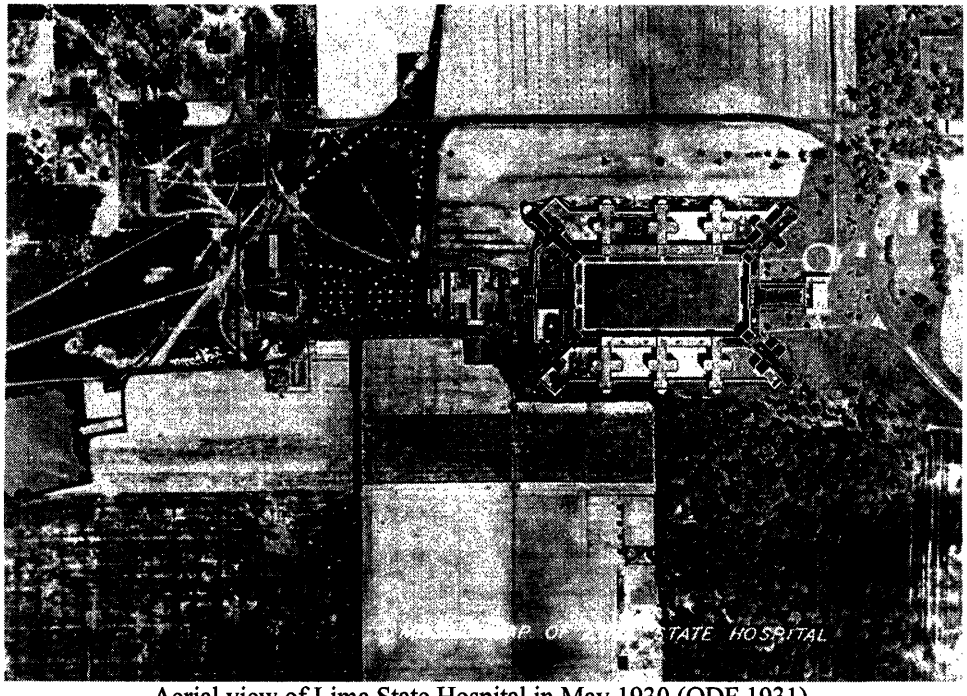
The number of patients at the Lima State Hospital varied over time. In December 1920, there were 789 men and 165 women in the hospital (Rusler 1921, 502). By January 1, 1935, there had been a total of 2,638 admissions to the hospital since its opening. At that date there were 1,126 patients, 943 men and 183 women. The majority (589) had been transferred from mental hospitals, 313 were court commitments, and 224 had been transferred from penal institutions. Patients' ages ranged from fifteen to ninety-seven years. At that time 160 employees and officers, all civil service positions, worked at the hospital (Lima State Hospital [1935?], 2). In April 1958, there were 1,453 patients at the hospital (*Lima* [Ohio] *Citizen* 18 April 1958, C1). By the mid-1970s, there were fewer than 500 patients (Carnes 1976, 478).

Officials planned occupational, recreational, and medical therapies for patients at the hospital. Patients had rooms available where they could participate in light industries such as mattress making, carpentry, tailoring, shoe repair, broom and brush making, and printing. Therapists also taught various crafts with the finished products being sold in the hospital gift shop and the proceeds being used to purchase recreational equipment for the patients. The building contained an auditorium with a seating capacity of about 1,000 to provide both patients and staff with the opportunity to view movies and stage shows. Patients had access to games, radios, and a part-time branch of the Lima public library. A separate recreation room was planned for the staff to encourage them to remain close to the hospital rather than seeking entertainment in the city. The patients were to have outdoor recreation and exercise space as well, including softball games in the center court of the hospital. For medical therapy, the hospital had an operating room, laboratory, X-ray department, and a hydrotherapy department with baths and hot cabinets (Lima State Hospital [1935?], 2–3; *Ohio State Journal* 24 January 1915, editorial section p. 1, 3).

The hospital's doctors intended to use the medical facilities for clinical work and the study of individual cases to contribute to the growing body of knowledge on insanity and crime. All

patients upon admission underwent a physical, psychological, and psychiatric examination, and a complete social history was obtained. Cases were discussed at twice-weekly staff meetings to determine diagnoses and treatments. Most patients were seen at least once daily. The resident medical staff consisted of the superintendent and three assistant physicians, with additional specialists brought in from among Lima's doctors as necessary (Lima State Hospital [1935?], 3; *Ohio State Journal* 24 January 1915, editorial section p. 3).

The hospital also used its agricultural operations as occupational therapy, in addition to generating part of its food supply. The farm produced products only for the hospital. Patients provided the farm labor. The land initially was poor quality for agriculture, but through crop rotation, commercial fertilizer, and use as pastureland it became acceptable quality farmland. A dairy herd produced milk and butter. Poultry produced eggs. Swine produced pork and lard. There were no beef cattle, but the older cows were slaughtered for meat when they could no longer produce milk (Rusler 1921, 502–3). The amount of land under cultivation, between approximately 500 and 525 acres, and the products created remained fairly constant at least into the 1970s. In addition to the animal products, the farm produced grain crops, vegetables, berries, and fruit (Lima State Hospital [1935?], 2; Carnes 1976, 479).



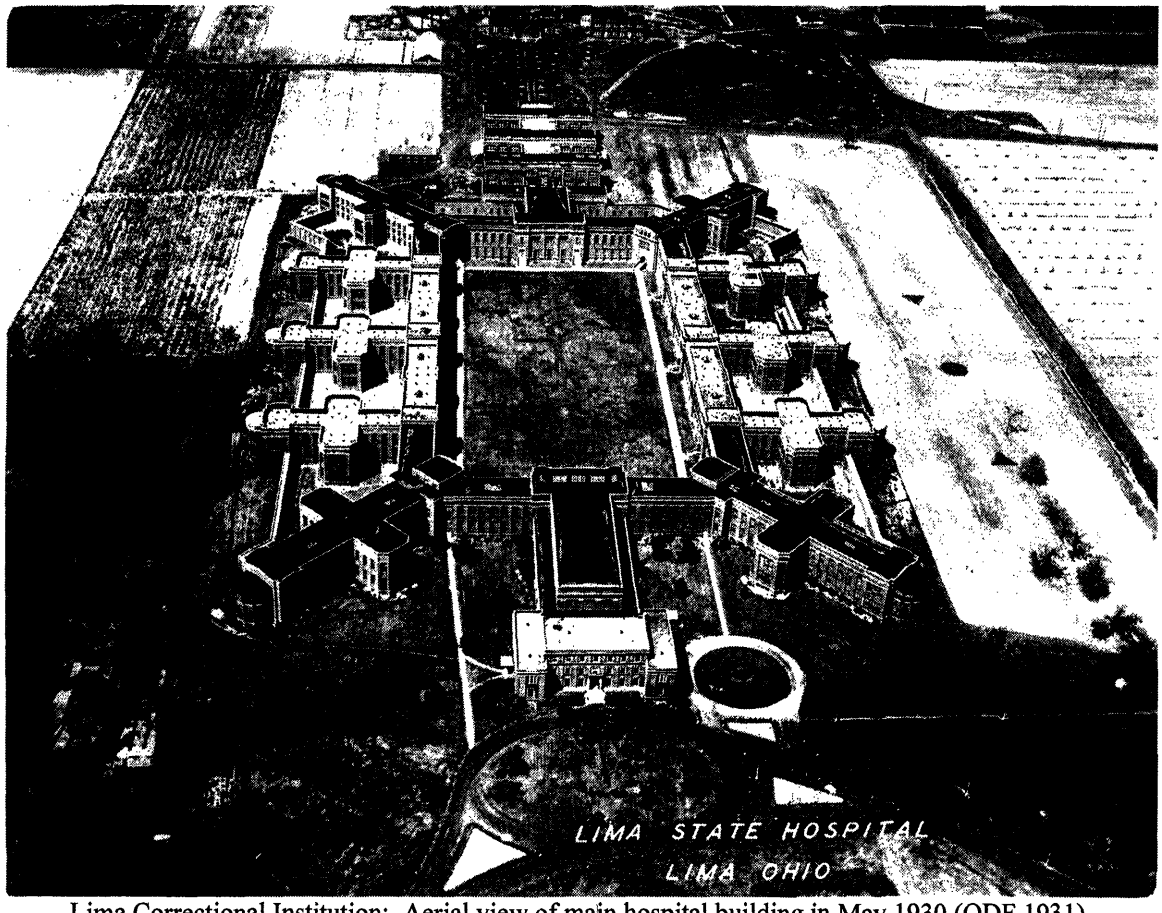
Aerial view of Lima State Hospital in May 1930 (ODF 1931).

The only major additions to the hospital's facilities before the 1980s were the construction of a 225-bed building, originally a psychopathic unit and later used for sex offenders, now the Oakwood Correctional Facility (OCF), in 1952 and the addition of a security fence around the main hospital building in ca. 1958 (Carnes 1976, 478; *Lima* [Ohio] *Citizen* 18 April 1958, C1).

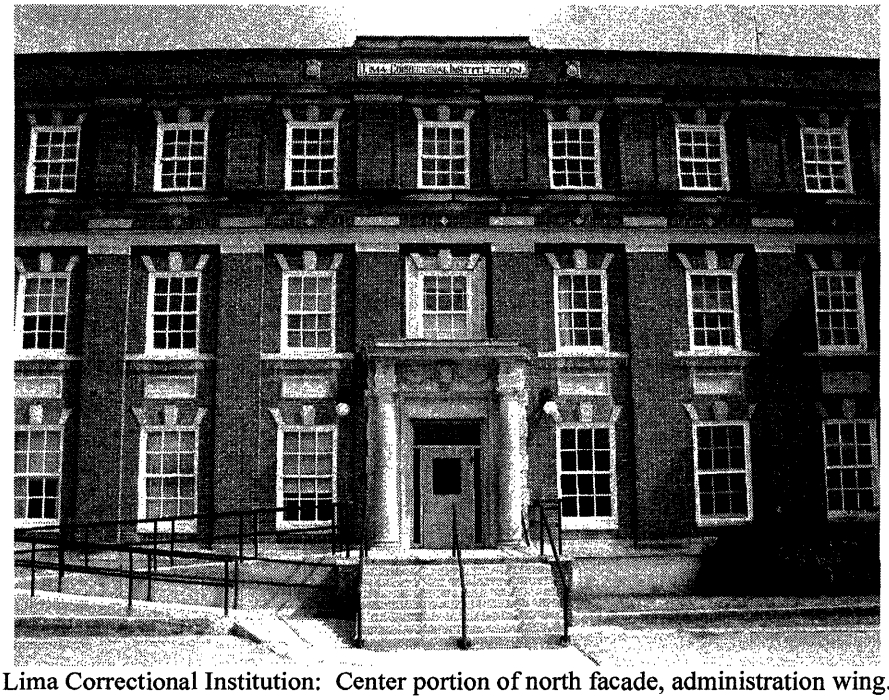
In February 1982, DRC assumed control of the Ascherman Building (the 1952 psychopathic unit) and opened it as a medium-security satellite of the Marion Correctional Institution and also converted the Nurses' House to minimum-security housing. In June of the same year, these two buildings were designated the Lima Correctional Institution. In 1983, the Federal courts ordered DRC to reduce the population of the Ohio Penitentiary in seventy-two hours. DRC rapidly converted a ward in the main building of the Lima State Hospital to inmate housing and gradually began expanding through the rest of the building. In 1984, DRC and the hospital traded the Ascherman Building and the main hospital building with the Hospital setting up Oakwood Forensic Center in the Ascherman Building. The Department of Mental Health transferred Oakwood to DRC in January 1997 (DRC 2002: 30, 37).

Lima Correctional Institution is now closed and vacant, although OCF uses some of the buildings that once were part of the hospital. In 1962, the institution had 735 acres of land, much of which the hospital used for agricultural uses (ODF 1962, 3: 4). Today, in addition to OCF, the Allen Correctional Institution, a DRC facility located south of the hospital's main building, also occupies some of this land (Figure 6). Separate security fences surround the main hospital building and the OCF building.

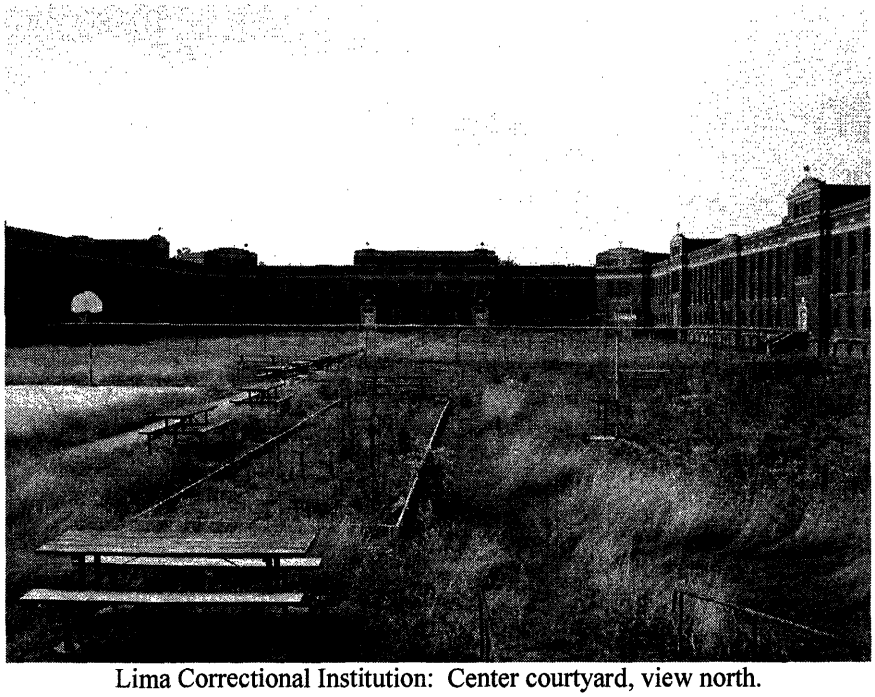
The main building is constructed on a pavilion plan with a continuous corridor forming an oval that encloses a courtyard. Patient wards project from the long sides, while administration and service wings project from the ends. The Colonial Revival building is constructed of reinforced concrete with a red brick exterior veneer. DRC constructed a few additions to the building after it was converted to a prison.




Lima Correctional Institution: Aerial view of main hospital building in May 1930 (ODF 1931).

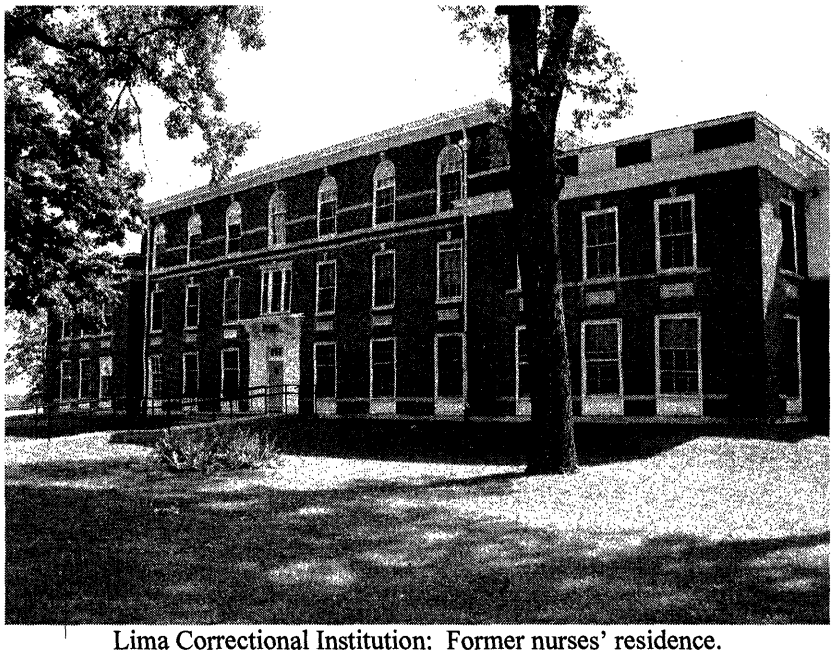


Lima Correctional Institution: Center portion of north facade, administration wing.



Lima Correctional Institution: Center courtyard, view north.

A variety of buildings once associated with the hospital are also still extant, most of which are in proximity to the hospital building (Figure 5, Sheets 1–3; Figure 6). The main building of the OCF is northwest of the hospital building. This building is also called the Ascherman Building and originally was the psychopathic offenders unit of the hospital. The building's exterior wall surface is brick, and the building originally consisted of a narrow center section with wings projecting from the east and west ends. Large modern additions have been made to the north, south, and west. A red brick Colonial Revival nurses' residence, later the honor dormitory for the prison, is located southeast of the main building.



Lima Correctional Institution: Former nurses' residence.

A small collection of employee housing, mostly brick minimal traditional type houses, is located southwest of the main building. A powerhouse and machine shop, both brick vernacular buildings, are located north of the main building. A cluster of agricultural buildings is located northeast of the main building.

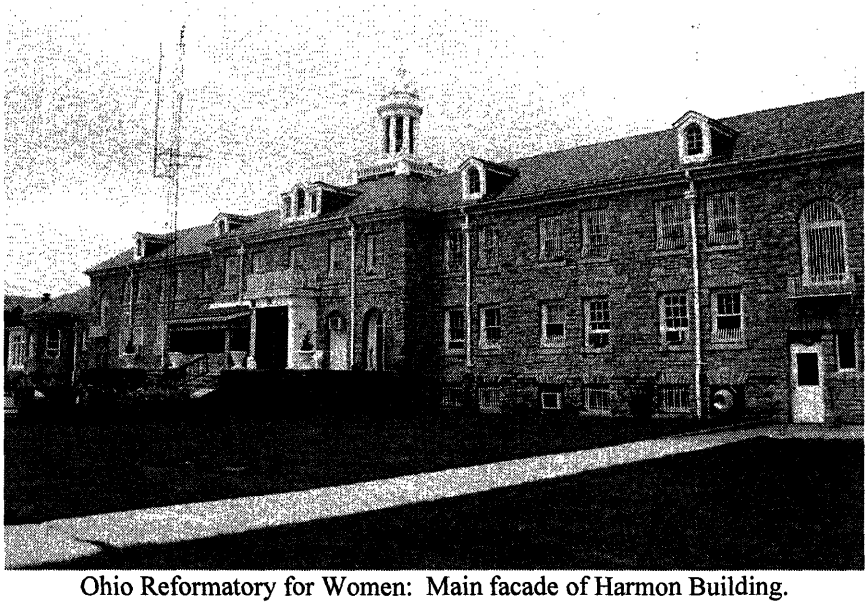
Other buildings are farther from the main building, including several residences and a water tower. The hospital cemetery is located southeast of the hospital property (Figure 6). Some buildings once associated with the hospital are no longer extant. These include agricultural buildings, garages, and residences (ODF 1962, 3: passim). A few new buildings have been added to the hospital property, apart from the Allen Correctional Institution.

### Ohio Reformatory for Women

ORW is located southwest of Marysville in Union County (Figures 1 and 7). The facility mostly consists of a cluster of buildings located near the center of an irregularly shaped piece of land (Figure 8).

ORW never functioned as a reformatory despite having the word in its name. However, the creation of a separate institution for women was a step forward in the history of Ohio's penal system. The institution was one of the first women's prisons in the Midwest and was created during a period of penal reform related to the Progressive movement. During the period between 1916 and 1921, reformatories for women opened in ten states (including ORW) [Rafter 1985, 56]. Prior to 1916, women incarcerated in Ohio's penal system were held at the Ohio Penitentiary in a separate building outside the main wall.

The Ohio General Assembly passed a law in 1911 establishing a reformatory for women to be constructed on approximately 260 acres of land near Marysville. Construction of the first buildings began in 1912, and they were completed in 1915 (Curry 1915, 544; DRC 2002, 38; *Ohio State Journal* 21 January 1915, 3). The Administration Building (also called the Harmon Building), a Colonial Revival quadrangle with a limestone veneer exterior, was the main building and housed the administrative, inmate housing, and food service facilities.



Ohio Reformatory for Women: Main facade of Harmon Building.

The building had a capacity of about 100 inmates (Curry 1915, 544; DRC 2002, 38). An attached structure, also faced with limestone, held the powerhouse and boiler room (DRC n.d.).

The state also constructed some of the agricultural buildings at this time, including the cattle barn and the farm residence (ODF 1962, 4: 275, 285). From the start, the institution was intended to be a campus plan prison with most of the inmates housed in cottages and with space between the buildings (Curry 1915, 544). There were no walls or fences at this time.

Although workers finished constructing the first buildings in 1915, additional grading and landscaping work and the need to appoint a superintendent delayed the opening of the institution. The state finally appointed Mrs. Louise M. Mittendorf, formerly the matron of the Dayton Workhouse, as the matron-superintendent of ORW in March 1916 (*Marysville* [Ohio] *Tribune* 17 November 1915, section 2, page 1; 1 March 1916, section 2, page 1; 8 March 1916, section 1, page 1; 16 August 1916, section 2, page 5). The facility opened on September 1, 1916, with the reception of the first inmates. The institution received the first inmate from the Dayton Juvenile Court; later that day twenty-nine women arrived by automobile from the Ohio Penitentiary (Alexander et al. 1993, 67; *Columbus Dispatch* 2 September 1916, 1; *Marysville* [Ohio] *Tribune* 6 September 1916, section 1, page 1; *Ohio State Journal* 2 September 1916, 3). The state later transferred some older girls from the Girls' Industrial School to ORW (JLCPR 1926, 21).

The state initially intended ORW to house all women over sixteen years of age convicted of a felony, misdemeanor, or delinquency, except for women convicted for violating municipal ordinances. The law establishing ORW also prohibited in most cases sentencing women to the Ohio Penitentiary, or a jail, workhouse, house of correction, or other penal institution (JLCPR 1926, 21–22). The law also required the appointment of a female superintendent and a female staff to as great a degree as possible (Alexander et al. 1993, 67). There were no male guards at ORW until the 1950s (ORW 2002, 2).

ORW suffered from overcrowding from an early date. The Board of Administration warned in 1921 that the institution was badly overcrowded and housing twice the number for which it was built. The Board also expressed an urgent need for workshop facilities to provide employment to the inmates (Ohio Board of Administration 1921, 19). In 1922, the institution held almost 200 inmates without an increase in its housing capacity since it opened. For a time officials eased the crowded conditions by allowing inmates, mostly misdemeanants, to work and lodge in private homes in Union County. After two women escaped while working away from ORW in May 1922, officials ended this practice, but had to issue paroles to some women to free up space for others (*Ohio State Journal* 23 May 1922, 1; 26 May 1922, 5).

The state constructed several new buildings at the institution in the 1920s in an effort to help resolve the overcrowding problem. These buildings, and most others built at ORW into the 1940s, were red brick and designed in the Colonial Revival style. The office of Robert S. Harsh, the State Architect and Engineer, produced plans for a cottage for the superintendent (later the officers' dining room), a dormitory for the African-American inmates (now Washington Cottage), and a dormitory for the white inmates (now Elizabeth Cottage); officials approved the

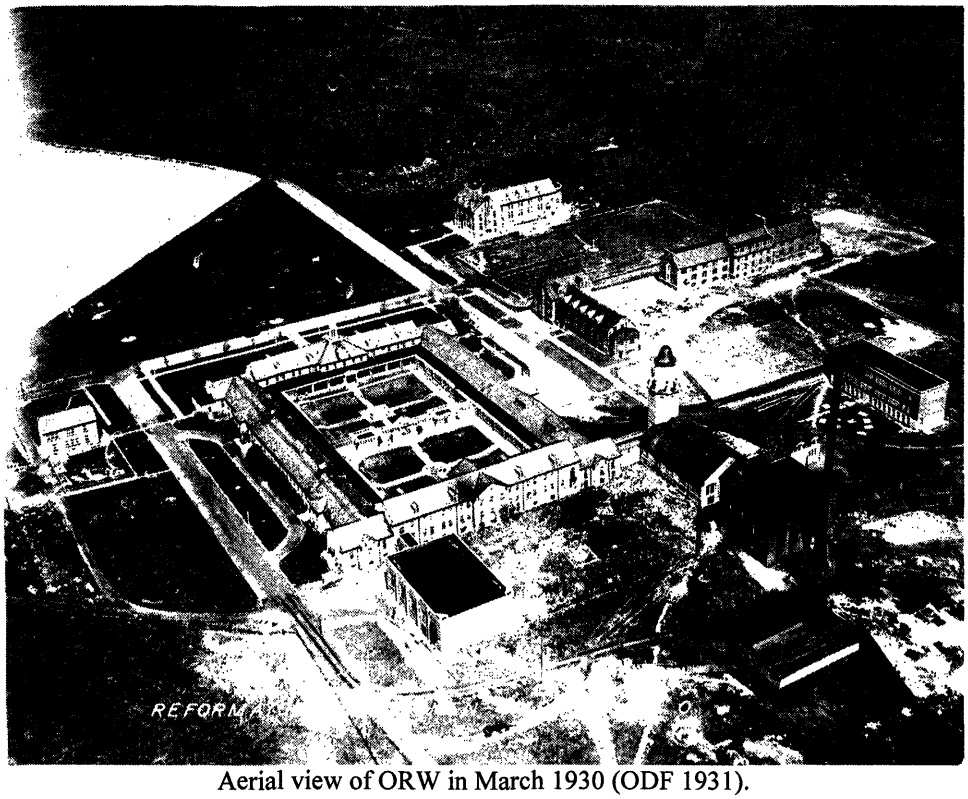
plans for the former two buildings in April 1922 and the latter in February and March 1923 (DRC n.d.). Contractors began excavation work for the cottage for African-American inmates early in the summer of 1922 (*Ohio State Journal* 1 July 1922, 14).

The early inmate cottages were self-contained units with their own kitchens, dining rooms, infirmaries, laundries, security cells, and housing facilities for the matrons. The basic plan and layout of Washington and Elizabeth cottages were similar. In the basement, the front section held the inmate kitchen and dining room, the front half of the rear wing was a work and recreation room, the rear half of the rear wing held a toilet and shower room, locker room, and ironing room, and an octagonal bay held a laundry room. The front section of the first floor held the matrons' dining room. In Washington Cottage this section also held two bedrooms for the matrons and three rooms not labeled with a function; Elizabeth Cottage had a bathroom and several unlabeled rooms. In both buildings inmate rooms lined the rear wing. The octagonal bay held cells rather than rooms. The second floor of the front section of each cottage held the infirmary, bathrooms, and assorted other rooms. The rear wing and octagonal bay of Elizabeth Cottage was arranged like that of the first floor. In Washington Cottage the second floor of the rear wing was an open dormitory. A linen room and a dress room were at the rear of the wing. The octagonal bay did not rise to the second floor in this building. The top half story in the front section of each cottage held rooms for the matrons (DRC n.d.).

Other buildings also were added to the institution during the first half of the century. A building for inmate industries (now the School Annex) was constructed ca. 1924. Lincoln Cottage, designed by State Architect and Engineer Robert S. Harsch, was constructed ca. 1927.

Ohio Reformatory for Women: Lincoln Cottage.

The auditorium wing of the Harmon Building (now the visitors' hall) was constructed in the late 1920s. The Marguerite Reilly Hospital opened in 1946 and included staff housing in addition to the hospital functions (JLCPR 1926, 21; ODF 1962, 4: passim; ORW 2002, 1). In the late 1920s, the legislature appropriated funds for a school, a new cottage, and a new dairy barn, although these were never constructed. The new cottage was to have been located just east of Elizabeth Cottage and would have had a floor plan and exterior details similar to those of Elizabeth and Washington cottages (Cox et al. 1933, 805; Garrett and MacCormick 1929, 775; DRC n.d.).



Aerial view of ORW in March 1930 (ODF 1931).

Housing conditions were cramped during the early years of the institution. Rooms intended for single-occupancy often held two inmates. With the exception of the cells, rooms did not have sinks or toilets. As the inmates were locked in their rooms at night, it was necessary for them to use "slop jars" or "night buckets" and to be supplied with a container of drinking water before being locked in for the night (JLCPR 1926, 22–23; ORW 2002, 1).

The JLCPR issued a report in 1926 evaluating conditions at Ohio's penal institutions and recommending reforms. At that time the buildings at ORW consisted of the administration building, a cottage for white women (Elizabeth Cottage), a cottage for African-American women (Washington Cottage), a house for the superintendent, an industrial building, the powerhouse and

boiler room, and a few farm buildings. Despite a normal capacity of 200 women, ORW at that time had a population of nearly 400 inmates. The committee found that many rooms intended for single occupancy were double bunked, that beds were located in the halls of the administration building, and that one floor of the industrial building was in use as a dormitory. The committee expressed concern that allowing women to share rooms would promote homosexuality among the inmates (JLCPR 1926, 21–23).

As of December 1925, there was a wide variety among the backgrounds of the women sentenced to ORW. Between 50 and 60 percent were delinquents or misdemeanants, with sentences ranging from two months to three years. One-third of the women had minimum sentences of one year. Three women were serving life sentences. Almost 80 percent of the women were native born, and almost 70 percent were white. The median age of the inmates was between twenty-five and twenty-six, with 51 percent of inmates in their twenties. Nearly one-quarter of inmates were in their thirties. A little more than half of the inmates were first offenders, and a little more than one-quarter of the inmates were incarcerated for their second offence. The Bureau of Juvenile Research conducted a study of the intelligence of the inmates in July 1925 and found that 22 percent were of such low intelligence as to warrant permanent custodial care (JLCPR 1926, 22).

The chief clerk, senior parole officer, and superintendent interviewed each new inmate upon her arrival at ORW. However, despite gathering statistical and background information on each inmate, the facility lacked sufficient room to segregate inmates by classification, although inmates were segregated by race. Honor prisoners also lived apart from the other inmates and performed work assignments with little supervision. Work was assigned mostly based on the needs of the institution and partly on the qualifications of the inmates. The legislative committee expressed concern for the degree to which women convicted of petty offences, first offenders, and hardcore inmates were forced to intermingle, even in housing assignments (JLCPR 1926, 23–24).

The inmates had limited opportunities for daily activities. During the warm months many women participated in farm work. The women did much of the work at the institution, including clearing land and unloading coal for the power plant. Inmates in the sewing room produced goods for the institution. Women served in the kitchens and dining rooms of the cottages, in the laundry, and in the bakery and dairy in the Harmon Building. Those women left without an assignment for the day participated in art classes, which produced "fancy work" for sale, the proceeds of which went to ORW's recreation fund. There were no academic or vocational education programs available at the time (JLCPR 1926, 24–25, 58–59).

The farm produced goods both for ORW and for other institutions. For a time, there was a dairy herd, but later milk was purchased from local farmers. Feeder cattle, hogs, chickens, and a few mules for pulling wagons also lived on the farm. The production of pork, chicken, and eggs was

successful enough that the surplus was sent to the male institutions. The fields produced grain for animal feed and vegetables for the inmates (Cox et al. 1933, 802; ORW 2002, 1, 28).

The JLCPR report recommended establishing a system for classifying inmates according to a variety of standards, including age, intelligence, and personality, to better focus on meeting the needs of the four different classes identified by the committee. These classes were the better class, the anti-social class, the defective delinquent class, and the subnormal class. While the JLCPR suggested housing each class of men in a different institution, the committee recognized that the much smaller number of female offenders made such an option for the latter group impractical. Instead the committee recommended that either ORW be enlarged with sufficient buildings to separate the classes within the existing institution or keep ORW at its current size and build one or more new institutions. Two possibilities under this latter option were to remove the subnormal class of prisoners from ORW or to limit ORW to only women convicted for felonies. The committee felt that either option would bring ORW's population down to a more manageable level. In the area of activities, the report recommended that the farming operation at ORW be expanded, including the addition of a dairy herd, and that industrial operations such as knitting and garment making be started. The report also recommended that in addition to a graded school, ORW should organize classes in domestic science, home nursing, and similar subjects (JLCPR 1926, 28–30, 37–38, 41).

In March 1928, representatives from a national penal reform organization made an evaluation visit to ORW. At the time, ORW had 475 inmates, making it the largest penal institution for women in the country. The majority of women were native-born whites in their twenties or thirties. Most of the women had at least a grammar school education. The seventeen matrons worked twelve-hour shifts with two days off per month and with no provision for a pension. Punishments for infractions of rules included loss of privileges, loss of "good time," locking in rooms, and, for more severe offenses, locking in cells (Garrett and MacCormick 1929, 770–71, 774).

The evaluators generally had a favorable impression of the buildings at ORW. They called the Harmon Building "one of the best buildings in the country among the penal institutions for women" (Garrett and MacCormick 1929, 769). The cottages and industrial building were "quite satisfactory," although the evaluators noted the overcrowding that led to officials housing inmates in the corridors and basement of the Harmon Building. The evaluators noted that the use of cottages was well adapted for classifying inmates and that the short-term misdemeanants were kept separate from the felons as far as possible (Garrett and MacCormick 1929, 769, 771).

There was no academic schoolwork in 1928, and no organized domestic science or vocational training provided, although maintenance and industrial work incidentally provided some training. The industrial building was in use for its intended purpose, rather than providing dormitory space. The primary industry was still sewing, with most of the garments made for the inmates,

for children's homes, and for county infirmaries. Some inmates produced art and toy articles that were sold to the visiting public. At the time of the 1928 visit inmates were employed in the following areas: making rag rugs, laundry, making clothing, quilting, art and fancy work, gardens, and maintenance and service details. The latter used the largest number of women. There were no inmate committees or organizations through which inmates could participate in organizing the inmate community life (Garrett and MacCormick 1929, 772–73).

The evaluation was critical of Ohio's chronic underfunding and overcrowding of its penal system, including ORW, and commented several times on how ORW did not measure up to the standards of other women's reformatories. "In comparison with the reformatories for women in Pennsylvania, New York, New Jersey and Massachusetts it must be rated low by any test designed to estimate the effectiveness of such institutions" (Garrett and MacCormick 1929, 774). One problem the evaluators noted was that there was an insufficient ratio of staff to inmates, which resulted in "blanket treatment" of inmates rather than individual study and treatment. The mixed character of the inmate population also hindered efforts at reforming younger first time felons (Garrett and MacCormick 1929, 774–75).

Another concern was the apparent lack of interest on the part of state officials in the operation of ORW. The evaluators called the employees' salaries "disgracefully low," and noted that state officials' apparent lack of concern could not help but negatively affect the morale of the institution's employees. Despite the legislature's appropriation of money for several new buildings in 1928 and 1929, the Department of Public Welfare had not made use of the money. In addition to commenting on the lack of sufficient industrial and education programs, the evaluators felt that the inmates would benefit from some form of "inmate government" that would educate them in the duties and responsibilities of citizenship. "If the state is to call its institution a reformatory it should make possible more of the features of a true reformatory program and should not ask its present staff of officials to do what is manifestly impossible under the conditions" (Garrett and MacCormick 1929, 775–76).

Penal reformers were not the only critics of ORW during this period. Judge Mary Grossman of the Cleveland Municipal Court complained in a speech in January 1929 that ORW was a penitentiary and unfit for incarcerating misdemeanants, and that using ORW as a catchall for any woman serving a sentence of thirty days or longer forced "comparatively innocent women" to serve time with women with criminal records. Furthermore, because Ohio used a system of indeterminate sentences, officials were holding women with useful skills, such as laundresses or cooks, for longer than an equitable period of punishment, and some women had to hire attorneys to file suits of habeas corpus to win their release (*Ohio State Journal* 26 January 1929, 2). Effective July 23, 1929, an amendment to the law creating ORW provided that ORW would receive only felons. Courts once again sent misdemeanants to workhouses and jails (Garrett and MacCormick 1929, 776).

The penal reform organization that visited ORW in 1928 made a return visit in November 1931 and found that little had changed. The inmate population had fallen to 325 as a result of limiting inmates to those who had committed a felony, but overcrowding was still a problem. The investigators continued to find two women sharing rooms intended for one and women sleeping in the halls and basement of the Harmon Building. Conditions and wages for the employees had changed little as well. No new industrial activities were available to the inmates, and, even though rooms had been made available for the purpose, there was still no academic education program in operation. There were no active inmate committees (Cox et al. 1933, 796–803).

The investigators' evaluation was even more negative than the previous one. "This institution, one of the largest of its kind, must be rated as one of the most backward in the country" (Cox et al. 1933, 804). As before the evaluators blamed the conditions on state officials who provided insufficient attention and funding to the institution, rather than on the prison employees "who [were] striving loyally to make the best of inadequate facilities" (Cox et al. 1933, 804). The evaluators contended that officials had done nothing to relieve the poor conditions criticized in the previous report. New criticisms included the charge that inadequate supervision of inmates at night would allow homosexual activities to become prevalent and that insufficient fire protection was present (Cox et al. 1933, 804–7).

During the latter part of Superintendent Mittendorf's administration, scandals plagued ORW and the state sent several committees to investigate. Accusations included mistreatment of prisoners, rampant homosexuality, and an affair between an inmate and the maintenance man. Some of these charges were found to be without merit, and Mittendorf was not removed from her position (*Ohio State Journal* 9 April 1931, 9; 10 April 1931, 18; 2 March 1932, 1; 10 March 1932, 5). A state senate committee on prison and welfare administration criticized conditions throughout the penal system, including at ORW, in 1933. The committee stated that Mittendorf was losing control of ORW and recommended that she be replaced. The committee also found that many inmates adopted homosexual behavior after entering ORW and that officials there were doing too little to curb the behavior. The committee complained that many of the matrons and other employees had insufficient previous experience and training and recommended that the state civil service commission re-examine them. Another problem that the committee identified was that some inmates received special privileges not available to others; the committee recommended the development of an honor system so that inmates had an equal chance to work toward privileges. Despite the previous controversy, the committee found that the affair between the inmate (who was one of those who received special privileges) and the maintenance man appeared to still be ongoing (*Ohio State Journal* 20 January 1933, 1, 14). Marguerite Reilley replaced Louise Mittendorf as superintendent in 1936 (DRC 2002, 38).

Later observers were more kindly disposed toward the institution than the national penal reform organization that visited in 1928 and 1931. *Spot* magazine called ORW "the Vassar of U.S.

penology." While acknowledging that ORW technically was a penitentiary and not a reformatory, the article focused on the efforts the institution made to prepare women for re-entry into society. At the time of the article there were 265 inmates ranging in age from seventeen to seventy-seven. Reilley focused rehabilitation efforts on building up morale and self-confidence among the inmates. The women worked without supervision for the most part and organized their own entertainments and sports. Inmates were encouraged to decorate their rooms to their own taste. The women had three beauty shops available and were able to "avoid the drab prison uniformity that characterizes many correctional institutions" (6). The inmates performed all jobs except running tractors and the power plant and worked their way up a hierarchy of jobs, from cleaning floors to working on the farm and up to working in the beauty shops ("Inside a Women's Prison" 1941, 5–7).

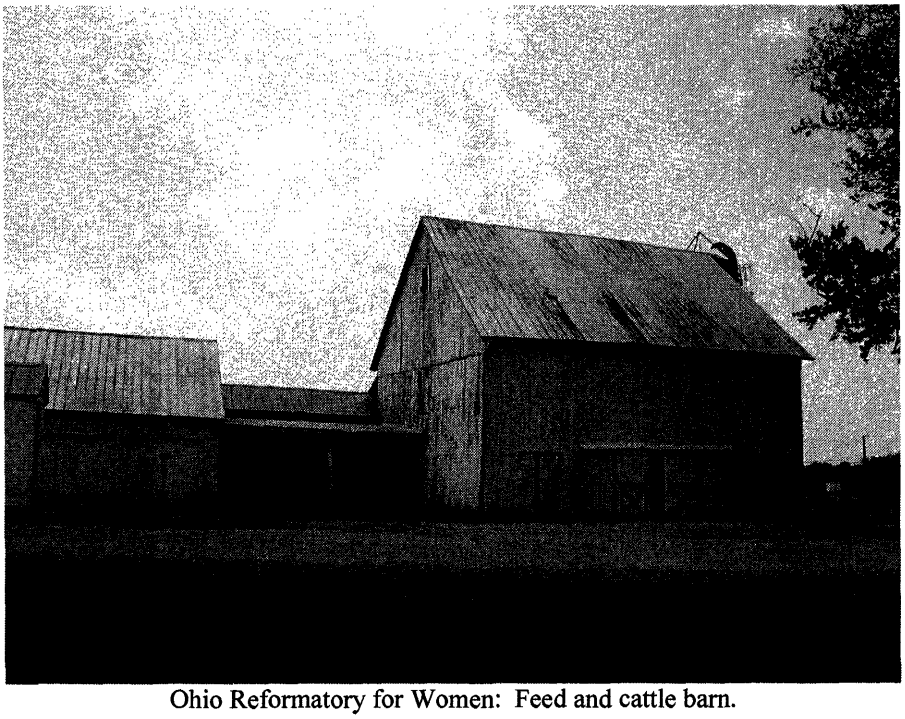
In May 1944, *Life* magazine also ran an article on ORW. The article focused on a spring theater show that the inmates performed to raise money for the Red Cross. The institution had 281 inmates at the time. The article commented on the lack of fences and armed guards at ORW and how the women lived on the honor system without close supervision ("Life Goes to a Reformatory Revue" 1944, 114–17). Inmates work assignments during World War II included sewing towels for the U.S. Navy and mending items for the Red Cross. As late as the 1960s, some women worked in the community in private homes and local government offices performing housekeeping, gardening, and clerical work (DRC 2002, 38).

ORW has renovated the cottages over the years to meet changing standards and conditions. September 1948 plans for dividing Washington Cottage's open dormitory into separate inmate rooms were prepared by H. G. Allen, Consulting Architect for the Division of State Architect and Engineer (DRC n.d.). H. G. Allen produced plans for another renovation to Washington Cottage in May 1955. The primary alteration indicated in these plans is the introduction of plumbing into the individual rooms. The first and second floors were to receive their own shower rooms. The laundry, ironing, and shower rooms in the basement were to be divided into inmate rooms (DRC n.d.). ORW added plumbing to the individual rooms of the other buildings around this time as well. Officials created a centralized food service section in the basement of Lincoln Cottage in 1968, and the old kitchens and dining rooms became program and recreation space (ORW 2002, 1).

Other buildings were added to the institution after the middle of the century. Jean Goche Cottage and a laundry building (now food service) were constructed ca. 1950. New Cottage was constructed ca. 1960. The Clearview School opened in 1961, and ORW became the first Ohio penal institution to have an approved Adult Education Program. The first fence around ORW was constructed in 1979 (ODF 1962, 4: 284, 286, 293; DRC 2002, 38; ORW 2002, 2). Other buildings have been constructed in the 1980s and later.

Most of ORW's associated land consists of former agricultural fields, now fallow. A double line of modern security fencing surrounds most of the main cluster of buildings (Figure 9). The main cluster consists of nineteen major buildings ranging in date from 1916 to 2004, including the Harmon Building, now the administration building and the first building of the facility. This building is a Colonial Revival quadrangle with limestone veneer exterior walls. Most of the other pre-1956 buildings are Colonial Revival with red brick exterior walls. These buildings include Washington Cottage, Elizabeth Cottage, Lincoln Cottage, the School Annex, the former superintendent's residence, and the Marguerite Reilly Hospital. Buildings from the 1950s and early 1960s include Jean Goche Cottage, New Cottage, the Clearview School, and the old food service building. The remaining eight buildings date to ca. 1980 or later and generally are located at the outer edges of the central cluster (Figure 9).

Buildings outside the fence include a modern entrance building, a modern warehouse/garage, and agricultural buildings, including a cluster along Collins Road (Figures 8 and 9). The agricultural buildings include a farm residence, chicken houses, a hog barn, a grinding shed, a machine shed, and a feed and cattle barn. A few minor buildings are also present, both within and outside the fence.



Ohio Reformatory for Women: Feed and cattle barn.

**London Correctional Institution**

LoCI is located northwest of the city of London in Madison County (Figure 1 and Figure 10, Sheet 1). A special commission on prison reform submitted a report to the governor in 1913 with recommendations for reform. As a result, the General Assembly passed an act in 1913 creating the Ohio Penitentiary Commission, to which Governor James Cox appointed members the same year. In the spirit of the progressive era, the commission sought to create a rehabilitative institution where inmates were taught to be proper citizens through manual labor and education. The original plans for the proposed new prison called for a facility that would entirely replace the Ohio Penitentiary in Columbus. The commission chose a site northwest of London in Madison County for the new state penitentiary and purchased 1,448 acres of land in 1914 (JLCPR 1926, 14; MCBC 1978, 154–55).

The Ohio Penitentiary Commission investigated other penitentiaries in the U.S., consulted with other penitentiary managers, and also examined the operation of the Ohio Penitentiary in Columbus, in order to develop a design that would be in accordance with the leading penological theory of the day, and that would correct the problems with the operation of the Ohio Penitientiary. The commission hired the Columbus architectural firm of Richards, McCarty & Bulford to design the new prison. Governor Cox had reviewed the plans and some details had appeared in the press by January 1917, but the commission did not release a portfolio of preliminary plans for public inspection until 1918 (Ohio Penitentiary Commission [1918?], 7; *Ohio State Journal* 21 January 1917, 1). The commission planned a prison that in its fully built form could accommodate a population of 3,000 inmates with ample space for the classification of prisoners, for academic and vocational training, and for industrial work, and with no provision for an idle house like that at the Ohio Penitentiary in Columbus. The commission recommended buying an additional 1,083 acres adjoining the existing land to gain sand and gravel deposits for construction, to fully control a creek that ran through the property, and to ensure enough land for the planned farm, which would be one of the main industries (Ohio Penitentiary Commission [1918?], 15, 28, 29).

Richards, McCarty & Bulford envisioned a large telephone pole plan building with the administrative offices, assembly hall, mess hall and kitchen, chapel, and quartermaster's building toward the center, cellblocks farther from the center, and a dormitory forming the terminus of each end of the center corridor. The center corridor would extend east-west with the wings extending to the north or south. A wall would extend from the south end of the outermost cellblocks to encompass a large parade/recreation yard, the hospital, a conservatory, the powerhouse, and the industrial buildings. The farm complex and a small housing complex for the senior staff would be located outside the wall. The intent was that the prison could be built to house as few as 1,500 inmates and be expanded in cellblock units along the central corridor (Ohio Penitentiary Commission [1918?], 8, 33–35).

The farmland in London served at first as an honor branch of the Ohio Penitentiary in Columbus. By the early 1920s, the press generally just referred to the London site as the London prison farm, the name the state officially adopted in 1925. The first prisoners arrived at the site in 1915 and were housed in frame barracks. These prisoners grew food for the Ohio Penitentiary and helped to construct the permanent buildings at the London site (JLCPR 1926, 14; MCBC 1978, 155; ODF 1962, 4: 39). In September 1917, the farm already housed 140 dairy cattle and 100 steers, and the state planned to buy 100 additional steers. Inmates also operated a cannery at the farm by this time (*Ohio State Journal* 13 September 1917, 10). By 1921, the farm held a number of buildings. These included two barracks for prisoners, a large implement building, a horse barn, a dairy barn, a creamery, a calf barn, four silos, a water tower, a sewage disposal plant (not yet in operation), and smaller farm buildings, in addition to the half-completed administration building. On 28 July 1921, fire destroyed the dairy barn, horse barn, creamery, and silos (*Ohio State Journal* 29 July 1921, 1).

The plans for the administration building, the first main building on which the Department of Public Welfare began construction, are dated 8 January 1920 (Richards, McCarty & Buford, Plans for Administration Building, Ohio Penitentiary, London, Ohio, 1920, on file at London Correctional Institution). However, conflicts over the proposed plan for the London prison delayed construction work during 1921–23. In its annual report for 1921, the Board of Administration stated opposition to the penitentiary commission's prison plan. The Board felt that "increasing knowledge of the relationship between feeble-mindedness, psychopathic states, and criminality" meant that the plans would need to be revised (Ohio Board of Administration 1921, 28). The Board opposed the plans on several grounds, including that the buildings were too monumental and that the cost estimates had doubled since before World War I. The Board also stated that only a certain percentage of the prison population required cellblocks; the rest could make do with less costly buildings. The Board recommended that Ohio build prisons to last twenty to twenty-five years instead of seventy-five to 100 years to better keep up with changes in penological theory. "We believe that many important changes will occur in the methods of handling criminals in the next few decades which will materially affect and influence the types of buildings required" (Ohio Board of Administration 1921, 56).

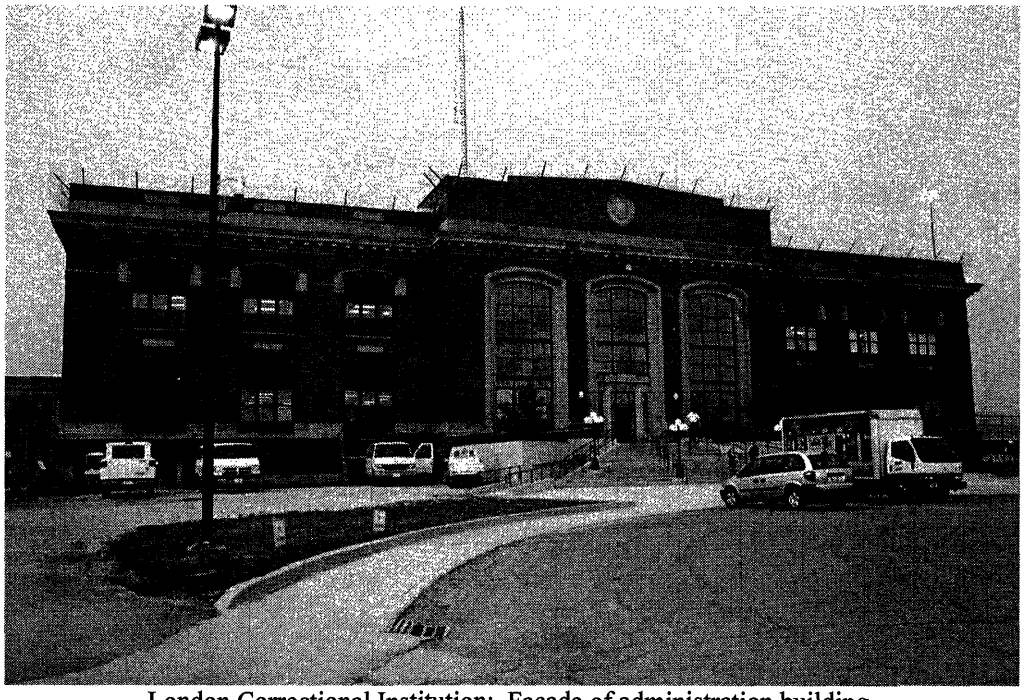
Also during this time, Governor Harry Davis came to favor a new plan by J. H. McDowell, Cleveland City Architect, in which eight cellblocks would be grouped around a central tower in a radiating wing plan modeled after a prison in Joliet, Illinois. The administration building from the original plans would be retained and would provide the main entrance to the prison compound, which would be enclosed within a wall. The compound also would include factories, a hospital, an assembly hall, storehouses, and other buildings. On 5 August 1921, the governor ordered work to begin on the McDowell plan with the intent of completing one of the cellblocks by January 1 (*Ohio State Journal* 6 August 1921, 2). However, officials discovered that only the

penitentiary commission had legal authority to adopt plans, and the commission expressed doubts about changing the plan without good reason (*Ohio State Journal* 28 September 1921, 1).

In October 1921, Director Howard S. MacAyeal of the Department of Public Welfare submitted yet another plan to the governor. The new plan was a modification of the original, but was much less of a departure than the McDowell plan. The new plan called for a segregation system of housing in accordance with the leading penological theory of the period. All prisoners would initially be housed in cellblocks. Hardened criminals would remain in the cellblocks, while other prisoners would graduate to cottages outside the walls of the prison. This second group could graduate yet again to honor cottages. Only after reaching the third level would a prisoner be eligible for parole. Governor Davis favored resuming work on the prison at once, making use of money that the legislature had recently made available. The penitentiary commission indicated a willingness to adopt improvements to the original plans (*Ohio State Journal* 15 October 1921, 1).

However, the governor encountered yet another obstacle. Governor Davis had previously asked the Ohio Attorney General for a ruling on the authority of making changes. Attorney General Price issued his opinion in January 1922. Price's ruling said that once the commission and the governor approved the plans they were permanent and that the commission could only approve necessary changes to accommodate problems unforeseen in the drafting of the plans (*Ohio State Journal* 7 January 1922, 1).

Work on the London prison remained at a standstill until Victor Donahey took over the governor's office in 1923. By the end of his term, Governor Davis had begun to advocate retaining the Ohio Penitentiary for the more hardcore criminals who would need to remain in cellblocks and to reduce the scale of the London facility to accommodate only those inmates who could be trusted outside prison walls. Governor Donahey also advocated this plan. Legislative approval for this plan came in March 1923 (*Ohio State Journal* 22 March 1923, 1; 29 March 1923, 1). Work resumed on the administration building in June 1923, and the exterior was largely complete by January 1924, with inmate laborers performing most of the work (*Ohio State Journal* 6 January 1924, 1).



London Correctional Institution: Facade of administration building.

In spite of the conflicts over the construction of the prison, the farm was proving to be a success. The farm's profits from 1917 to 1921 exceeded the cost of the original 1,448 acres. Although the loss of the dairy barn brought a temporary halt to the dairy operation, the farm focused on hog production during the remainder of 1921. The farm also produced corn and wheat (*Ohio State Journal* 7 October 1921, 1). Inmates constructed a new cattle barn on the farm in the summer of 1922 (*Ohio State Journal* 8 August 1922, 6).

The administration building, now a dormitory as well, was ready for occupancy in October 1924. This building is the north T of the main building. The north wing contained the lobby, administrative offices, visitors' rooms, guardroom, armory, restrooms, chapel, hospital, and hospital wards, with storage rooms in the basement. The main floor of the south wing contained the dining room, kitchen, bakery, food storage room, and correction cells. The floor above contained the main dormitory room, restrooms, and a barbershop. The basement contained the heating and ventilating plant, the electrical room, cold storage room, and the coal supply bins. A two-story brick building was under construction south of the rear wing to serve as the laundry, bathhouse, and powerhouse. Officials also planned to construct a new fence and brick guard towers. A railroad spur ran from the compound to a nearby railroad line. The dormitory space in the new building was large enough to house 600 men, but because of rapid growth in the population of the Ohio Penitentiary, the penitentiary was still left with a crowding problem,

despite the removal of inmates to London. At this time, the London facility housed 520 men, 170 honor prisoners and 350 men housed in the stockade area (*Ohio State Journal* 21 October 1924, 1–2).

The state legislature established the London farm as a separate institution in 1925, naming it the London Prison Farm. The prison was intended for "the better class of prisoners" and was to use industrial and vocational training in the reformation of prisoners. Prisoners were to be transferred from the Ohio Penitentiary upon the recommendation of the warden and the board of clemency. As of December 1925, there were 449 men incarcerated at the farm, 112 of which were honor prisoners living outside the fence and 337 of which were regular prisoners living in the main building. The honor prisoners lived in the wood barracks that had been the facility's main living quarters before the main building opened. Regardless of where they were housed, most men worked outside the fence. However, the honor prisoners worked without supervision, unlike the regular prisoners who always had a guard present when outside the fence (JLCPR 1926, 15–16).

The inmates present in December 1925 did not differ much in their statistics from those in the Ohio Penitentiary. Almost half of the inmates were incarcerated for crimes against property, such as robbery, burglary, and fraud. Those men sentenced for first and second-degree murder were 17 percent of the population, and those men sentenced for sex crimes were 12 percent of the population. Men sentenced for all other crimes constituted about 22 percent of the total. Almost 40 percent of the prison population had a minimum sentence of less than one year, almost 23 percent had minimums of one to five years, and a little over 12 percent had life sentences. The remaining men had minimum sentences of between five and twenty-five years. Native-born white men constituted a little over 58 percent of the prison population; almost 21 percent were non-white, and the remaining men were foreign-born. Just under half of the men had completed schooling between the fifth and eighth grades, almost a quarter of the men had less than a fourth grade education but were literate, almost 13 percent of the men were illiterate, and just over 14 percent had a high school or college education. The average age of inmates was thirty-five years. Almost three-quarters of the inmates had no prior prison sentences (JLCPR 1926, 15–16).

Most of the men engaged in agricultural work during the appropriate seasons. Between purchases and leases, the prison had jurisdiction over more than 3,000 acres by the end of 1925. In addition to agriculture, some inmates performed office, kitchen, dining room, and janitor duties. Many inmates worked in construction, clearing, and development. Other work details included the dairy, creamery, cannery, dryers, and the gravel pit. The latter was one of the best paying of the farm's industries. As there were generally more men available than needed to perform the work, some men were left idle in each occupation, although there was no group kept

perpetually idle unlike in the Ohio Penitentiary. The prison also lacked educational facilities or a library in its early years (JLCPR 1926, 14, 17).

More construction at the farm occurred in 1926. Construction of a new wing on the main building began in June 1926. The new wing was to contain dormitory and industrial space and was supposed to increase the farm's capacity to 1,200 inmates. As of May 1 of that year, the farm held 483 inmates, as compared with nearly 3,000 in the Ohio Penitentiary and a little more than 2,200 in the Ohio State Reformatory. A new blacksmith and machine shop was under construction at this time and was being added to the rear of the recently completed brick horse barn. Two new guard towers also were under construction (*Ohio State Journal* 5 May 1926, 3; 13 June 1926, 3).

Apart from the original portion of the administration building, state employees appear to have created the plans for most of the early buildings at the facility. Plans for a hog barn from 1922 are credited to the Engineering Department of the Ohio Board of Administration. Plans for a creamery (1923), dairy barn (1922), powerhouse (1928), horse barn (1925), cellblocks (1931), and dormitory and industrial building (1926) [the north cross wing] are credited to the Engineering Division of the Department of Public Welfare. Plans for the south wing of the main building (1930) and the warden's residence (1936) came from the Office of the State Architect and Engineer (London Correctional Institution, various).

The JLCPR report of 1926 made several recommendations pertaining to the London Prison Farm. One was that London be used to accommodate the "better class" of prisoners, those "who are not anti-social and are relatively intelligent, of good personality and stable behavior, amenable to discipline, willing and industrious" (JLCPR 1926, 26–28). The report recommended that this "better class" be housed in an honor type institution with dormitory housing, greater freedom from behavior controls, and industrial opportunities. The report further recommended that the London facility be restricted to 1,000 to 1,200 inmates (JLCPR 1926, 28).

For industrial operations the committee recommended expanding agricultural activities and enlarging the canning facilities. Another potential industry listed was the manufacture of concrete posts, building blocks, and culverts, especially for the Department of Highways, using sand and gravel deposits on the farm. Other recommendations for industry included a barber school and a wicker furniture manufacturing department. The latter would use material from willows grown on the farm and would mostly operate during the winter when weather limited other agricultural activities. The report also recommended the establishment of schools at London, which the report thought would be beneficial to the better class of prisoners (JLCPR 1926, 37–38, 41).

The new wing had not yet been completed when a national penal reform organization made an evaluation visit in March 1928. At the time of the visit, the half of the wing containing rooms

for industrial use also held a section of seventy cells for disciplinary and quarantine purposes. Two wire fences with guard towers between them surrounded the buildings. At this time there were three dormitories planned for about 300 men each, although only 507 inmates were present. All inmates were transferred to London from the Ohio Penitentiary. For employment, 144 men worked on the farm and 363 men did construction or maintenance work. The farm contained about 2,000 acres of land, and the state leased another approximately 500 acres. There were sixty-two employees on the payroll, thirty-seven of which were guards. Guards worked twelve-hour shifts with one day off every other week. Punishments were limited to loss of privileges and "good time" and use of isolation cells. The farm had no education system available for inmates at this time, although some men used correspondence courses. Vocational training was limited to experience acquired performing construction work. A library of donated books and magazines was available (Garrett and MacCormick 1929, 751–55).

The evaluation praised the farm as "well planned and well built" and commented on the "substantial saving to the state" through the used of wire fences instead of walls and the use of prison labor for construction. The dormitories were noted for being "well lighted and ventilated" and having "excellent toilet and lavatory facilities." The use of dormitories seemed to intrigue the evaluators. "[The London Prison Farm] is one of the few penal institutions in the country in which dormitories are used exclusively for housing the general population...if the dormitories are used to house only the number of men originally planned for, they will afford one of the best opportunities in the country of testing the actual utility of the dormitory system for prisons" (Garrett and MacCormick 1929, 756).

The evaluation criticized the lack of educational programs and made three suggestions for maintaining the "excellent possibilities" of the farm: avoiding overcrowding (a problem the organization harshly criticized at the other three Ohio penal facilities), developing industries to prevent idleness among inmates and to provide vocational training to younger inmates, and developing education, recreation, and inmate community organizations to promote individual and group morale (Garrett and MacCormick 1929, 757).

Officials began planning for another addition to the main building in 1930. The state board of control transferred funds for the construction of a new dorm at the prison farm in June 1930. The board released the funds for use and let contracts in August of that year. Construction work was underway by February of the following year (*Ohio State Journal* 4 June 1930, 1; 19 August 1930, 2; 10 February 1931, 7). Other work occurred about this time as well. In 1929, $100,000 of improvements to the power plant and equipment was completed and $35,000 of improvements to the waterworks was completed. In addition to the new wing, other work planned for 1930 included improvements to the canning factory and greenhouse (*Ohio State Journal* 31 March 1930, 5).

The evaluation organization of 1928 made a subsequent visit in November 1931. At that time, London had an inmate population of 1,229, and all inmates were still transferred from the Ohio Penitentiary rather than being direct commitments. The honor camp held about 200 of these men. There were eighty-three employees on the payroll, sixty-eight of which were guards. A brush and broom factory was in operation to supplement the inmates' agricultural and maintenance work. Academic education work was planned, but had not begun operation. Vocational education was carried out informally as part of the construction work (Cox et al. 1933, 767–75).

The main building as it now exists had been completed by November 1931, although the new dormitories in the south wing were not yet occupied. The reception room, administrative offices, hospital, and chapel remained in the administration building, while the State Bureau of Identification and a garage had moved into the basement of that building. The first south wing still contained the dining room and a dormitory, but its basement now contained carpentry, plumbing, and electrical shops. The first cross wing had on one side an assembly room on the first floor, a storeroom in the basement, and a dormitory on the second floor. The other side of that wing had a tailor shop, shoe shop, and harness shop on the first floor, a dormitory on the second floor, and athletic-training quarters, laundry, and bathing quarters for new arrivals in the basement, as well as a cellblock. The second south wing was to house a new dining room on the first floor to replace the previous dining room, a dormitory on the second floor, and kitchen, bakery, refrigeration room, and commissary storehouse in the basement. The south cross wing contained dormitories, a cellblock, and a brush factory in the basement (Cox et al. 1933, 768–69).

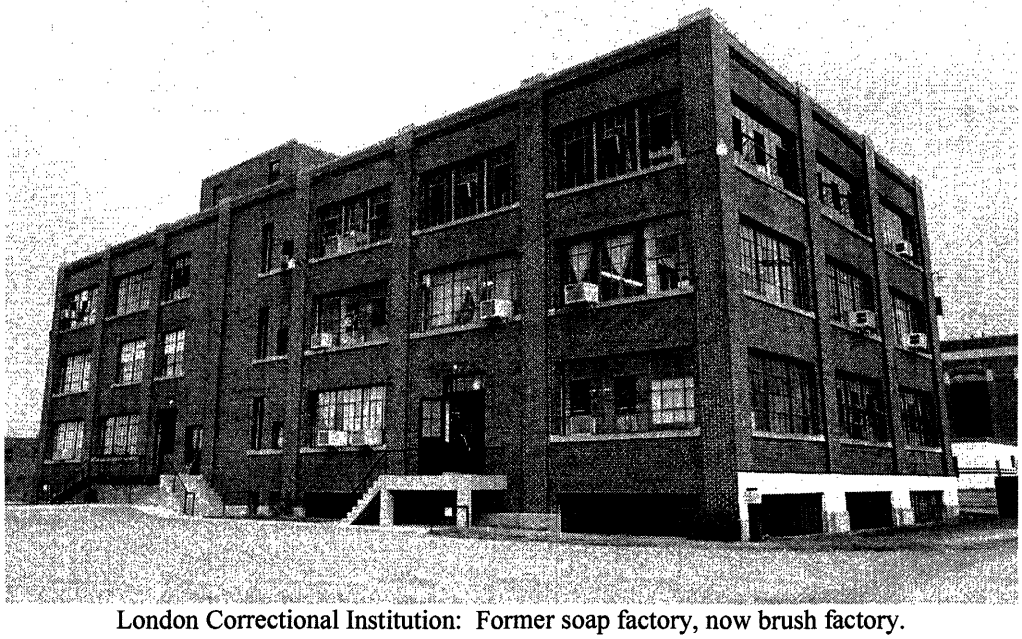
The evaluation credited the London Prison Farm as "the leading penal institution of the state," but warned against the tendency of the Ohio government to overcrowd and underfinance penal institutions. The evaluation judged the housing conditions as satisfactory, but warned that other states had encountered problems with the use of dormitories. The evaluators suggested the adoption of the eight-hour day and a pension system in order to attract the best possible men to be guards. The report credits the "intelligent and humane administration of discipline" for the "splendid" morale of the inmates. The evaluators warned against Ohio's tendency to increase prison populations without a corresponding increase in work available to inmates and also recommended the development of organized vocational training. The report also recommended the establishment of academic education programs and a degree of inmate participation through the organization of committees to help officials plan recreational and entertainment activities (Cox et al. 1933, 777–79).

The superintendent sent a letter to the organization in June 1933 to inform the evaluators of improvements to the facility. The inmate population had increased to 1,414. The original dining room and kitchen had been remodeled for use as the school, library, printing office, and Catholic

chapel. The assembly hall in the north cross wing was remodeled into hospital wards, and the hospital itself expanded to occupy the entire second floor of the administration building. A new slaughterhouse, tannery, and soap factory had been constructed. The prison chaplain had begun directing academic education classes (Cox et al. 1933, 767–75).

The state legislature entertained proposals for changes in the mission of the London Prison Farm in the 1930s. A Senate committee on prison and welfare administration in 1933 recommended that the Ohio State Reformatory in Mansfield essentially switch functions with the prison farm, with older offenders going to Mansfield and younger offenders going to London (*Ohio State Journal* 20 January 1933, 1, 14). In 1938, the legislature approved the creation of a state building authority that was to issue bonds to raise funds for construction projects at various state institutions. One of the priority projects for the Authority was to be the construction of a new Ohio Penitentiary on land at the prison farm (*Ohio State Journal* 24 June 1938, 1–2).

Changes and additions were made to the institution in the mid-twentieth century. The Division of Corrections' Tuberculosis Control Center was established in the main building at London in 1949 to house and cared for all tubercular male adult inmates in the prison system. This unit was moved to the Ohio State Reformatory in Mansfield in 1960 (Lamneck and Glattke 1950, 27; MCBC 1978, 156). In 1949, the Department of Public Welfare made a list of recommendations to the state legislature, among them was that the London Prison Farm be used as a minimum security facility with a capacity of approximately 2,500 (Lamneck and Glattke 1950, 27). This did not come to pass; London remained a medium security prison. The inmate population peaked in the late 1950s at over 2,200 before beginning a decline due to the opening of new prisons and the liberalization of sentencing, probation, and parole. By June 1969, the inmate population at London had declined to 1,477. The Division of Correction renamed the facility the London Correctional Institution in September 1960 (MCBC 1978, 155–56). Industries present in 1962 included a brush factory, cannery, concrete block factory, shirt factory, slaughterhouse, and soap factory (ODF 1962, 4: 39).



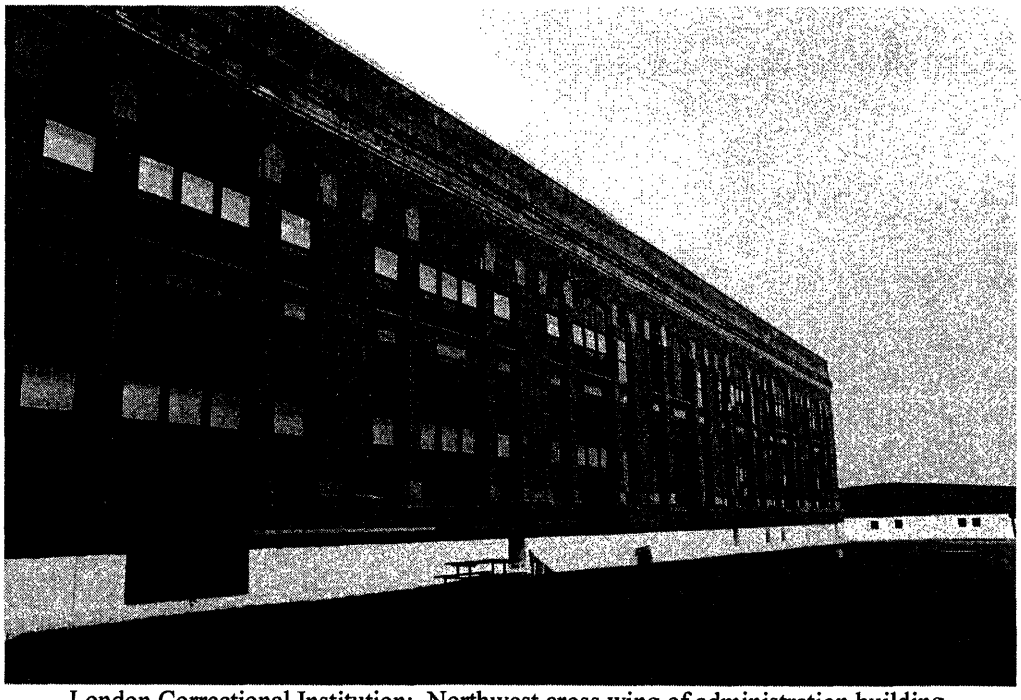
London Correctional Institution: Former soap factory, now brush factory.

New buildings were constructed during this period as well. An honor dormitory outside the fence was constructed in 1955; the building had room to house 310 inmates. Other construction projects included a new repair garage in 1955, a new slaughterhouse and a renovation of the greenhouse in 1957, a new cannery in 1962, and a new institution storeroom building and a new cold storage building in 1963 (MCBC 1978, 156–57). The state constructed a building for the Bureau of Criminal Identification north of the main building in 1959. The sewage treatment plant and water works were constructed ca. 1950 as well (ODF 1962, 4: passim).

In 1962, the institution had 2,989 acres of land, located on either side of S.R. 56 (ODF 1962, 4: 39) [Figure 10, Sheet 1; Figure 11]. The Madison Correctional Institution (a DRC facility) and other buildings occupy some of this land now, although most appears to remain in agricultural use. Many of the buildings are in a cluster at the end of a long driveway leading west from S.R. 56 (Figure 10, Sheet 2; Figure 11). Security fencing surrounds a rough rectangle containing the administration building and the powerhouse, among other buildings. The remaining buildings, mostly agricultural and service buildings, do not have a security fence (Figure 12).

The administration building has red brick exterior walls with limestone trim. Although the building received two substantial additions within its first decade, generally the same materials and design was used in the new sections and the building's exterior appears to form a seamless whole except under the closest examination. Stylistically, the building has elements of the

Renaissance Revival style, including a prominent cornice, window bays that subtly form a Palladian window motif, and stone panels between floors and above the cornice in each window bay.



London Correctional Institution: Northwest cross wing of administration building.

LoCI does not conform to any of the recognizable prison plans, but instead developed in somewhat of an improvised manner as a result of changes in the state's prison policy and the institution's intended mission. Most of the buildings were constructed as part of the institution, although there are a few barns on the property that predate the prison. In addition to the main cluster, there are smaller groups of buildings in other locations on the property. Many of the buildings of the institution listed in the 1962 state capital inventory are still present (ODF 1962, 4: passim).

The buildings that survive from 1962 and earlier are constructed in a variety of materials, including brick, concrete block, and wood frame. Most are vernacular or utilitarian, although the powerhouse resembles a simplified version of the administration building and the warden's house is Colonial Revival in style.

London Correctional Institution: Warden's house.

Most of the remaining buildings are agricultural in function, including barns, a farm manager's office, a slaughterhouse, and a granary. Some of these buildings are at a distance from the main complex. Other buildings in the main complex include service buildings, such as the sewage treatment plant and waterworks, the honor dormitory, and the Institute for Best Practices (formerly the Bureau of Criminal Identification building). Several new buildings were constructed within the security fence and adjacent to the administration building as part of a recent renovation of the facility. These buildings include a treatment building, food service building, segregation building, and a recreation building.

**Chillicothe Correctional Institution**

CCI is located northwest of Chillicothe in Ross County, Ohio (Figure 1). The institution originated as a federal reformatory and was state-of-the-art in its plan and programs when it opened in the 1930s.

In June 1917, the Federal Government chose Chillicothe as the site of a regional training camp for army draftees for World War I. When the Army decommissioned Camp Sherman in the early 1920s, the Federal Government was left with a large reservation of government-owned land. The government used part of the land for a Veterans' Administration Hospital and entertained several possible uses for the remainder, including the establishment of a federal reformatory (*Chillicothe News-Advertiser* 1 September 1925, 1–2; Walter and Coleman 2001, 33, 35).

Congress passed an act in 1925 establishing a reformatory for male offenders between the ages of seventeen and thirty. The Department of Justice decided to locate the reformatory in Chillicothe and acquired most of the Camp Sherman land remaining after the establishment of the Veterans' Administration Hospital, about 1,300 acres, for this purpose. At this time, Congress had not yet established a Bureau of Prisons, and only three federal prisons were in operation, two of which had been transferred to the Department of Justice from other departments. The first inmates arrived in January 1926 to begin remodeling some of the army barracks as temporary quarters (U.S. Bureau of Prisons 1949, 39, 120). At the end of 1926 there were only about 150 inmates present (*Chillicothe News-Advertiser* 28 December 1926, 2).

The Department of Justice commissioned architect Richard Fourchy to prepare the plans for the permanent buildings of the reformatory in 1926. Fourchy was on the faculty of the George Washington University School of Architecture. The department's intent was to build the new reformatory between what is now S.R. 104 and the Scioto River to house first-time offenders, who would be transferred from the federal prisons at Leavenworth and Atlanta. Like state reformatories, the purpose of the Chillicothe reformatory would be to incarcerate the first-time offenders away from the influence of the more hardened criminals to increase the chances of successful rehabilitation. As proposed, the reformatory would be the largest such institution in the U.S., would have "home-like" surroundings, and would be without the normal penal character in order to have a positive psychological effect. The plan called for at least ten dormitories, a building for personnel, and workshops, and would house between 1,000 and 1,200 inmates. Fourchy visited Chillicothe several times in the winter and spring of 1926–27 to study the site (*Chillicothe News-Advertiser* 28 December 1926, 1–2; 8 February 1927, 1; 15 April 1927, 1–2).

Early in 1927, the Department of Justice asked Congress to appropriate money for a brick manufacturing plant in Chillicothe to provide bricks for the reformatory's permanent buildings. The plant would remain in operation after the reformatory's completion as part of its industrial

program and would trade bricks for products from other reformatories. Ohio brick-manufacturers feared that this plant would be in competition with them and were able to delay the passage of the appropriation for a time (*Chillicothe News-Advertiser* 28 September 1926, 1; 8 February 1927, 1; 15 April 1927, 1–2).

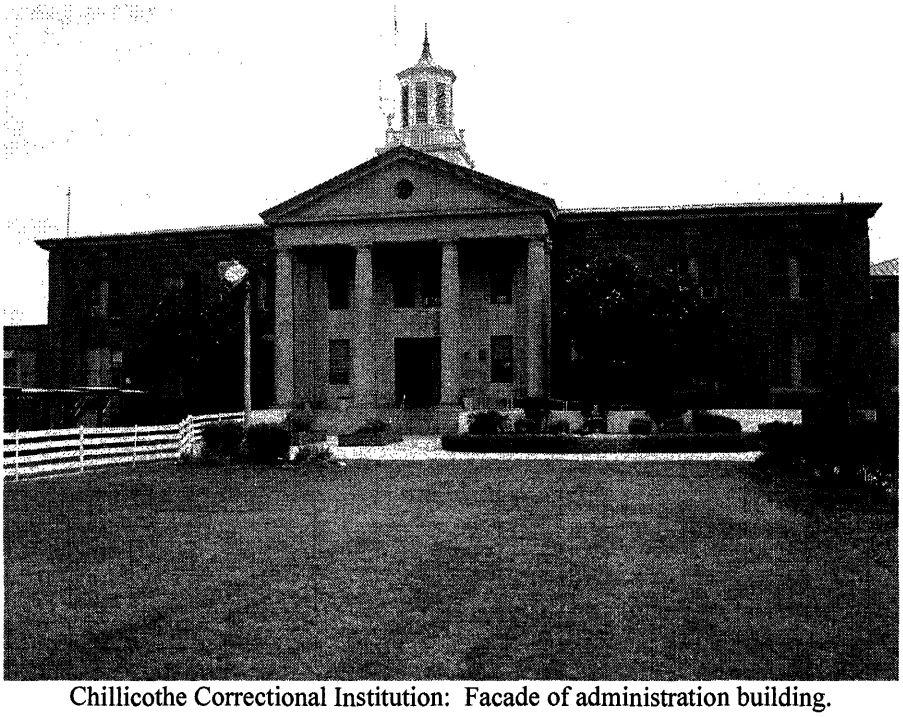
Congress appropriated $3 million for construction of the reformatory in 1928, including the money for the brick-making machinery. When representatives from the national Society of Penal Information made an evaluation visit in March 1928, they found that the largest number of inmates that had been present at one time had been only 350. Inmates produced some of their own food in the prison garden and dairy. A library and an education program were available. The evaluators praised the government's intent to use inmate labor in the construction of the permanent buildings, citing not only the expected reduction in construction costs, but also the industrial training that the work would provide. By the time the evaluation results were published in the Society's 1929 handbook, the institution had been officially named the United States Industrial Reformatory, and there had been a large increase in population in anticipation of the onset of construction, which was to begin in the fall. When the reformatory entered full operation with about 1,000 inmates, the government would construct another reformatory, probably in the West, rather then expand the Chillicothe institution (Garrett and MacCormick 1929, 27–29).

While early plans could not be located for all of the buildings of the main complex, enough remain on file at CCI to show that Richard Fourchy and his staff designed many of the main buildings of the main complex. The earliest dated plans are for the various sections of the main telephone pole plan building. Fourchy's office produced these drawings from June to December 1929. Fourchy also provided plans for the powerhouse, foundry, auditorium, school, mess hall, and hospital, although the latter two eventually were not built to his plans. These plans date from 1930 to 1932 (CCI, various).

Fourchy was not the only architect working on the Chillicothe project. Jesse M. Shelton of Atlanta, Georgia, designed the dairy barn complex (plans dated December 1930), the plot plan for Reservation Circle (dated February 1937), renovations to an existing house that was converted to the superintendent's residence (undated), and plans for some houses for Reservation Circle (dated 1937). Robert D. Barnes, who had earlier been on the staff of Fourchy, also prepared house designs for Reservation Circle (plans dated 1939 and 1946). Finally, Henry C. Hahn of New York City designed the west (rear) building of Hammock Hall ("Officers Quarters B") and another house plan for staff housing (both dated June 1939). The plans for a few buildings are not marked with the name of an architectural firm and probably were produced by the Bureau of Prisons. These buildings include the chair factory (plans for "Industrial Building" dated September 1935) and the vocational training buildings (plans dated February 1934) [CCI, various].

The main building at CCI is an early example of the use of the telephone pole plan building in an American prison (Figures 13 and 14). The plan originated in Europe and was used in several state prisons beginning in 1909. Chillicothe and the U.S. Penitentiary at Lewisburg, Pennsylvania, designed by Alfred Hopkins, were the first two examples of the type in the federal prison system. Both were designed in 1929 and opened in 1932. Chillicothe and Lewisburg differed in that the telephone pole plan building at Chillicothe was just one part of the larger institution, while at Lewisburg the telephone pole plan building was most of the prison. The Bureau of Prisons came to favor the Lewisburg type plan and used it for other federal prisons in the 1930s and 1940s, as well as publicizing it nationally. As a result, the telephone pole plan became one of the most common designs used in state prisons over the next several decades (Alfred Hopkins & Associates 2005; Johnston 2000, 139–42).

Construction of the U.S. Industrial Reformatory began in October 1929 and was close enough to completion by July 1932 that officials were anticipating moving inmates into the permanent buildings for the first time. About 1,500 inmates were present at that time. Buildings completed or under construction included the main building, which included the administration building, receiving building, two cellblocks, and a laundry-shower building organized in the telephone pole plan, a warehouse, the power plant, four dormitories, the hospital, and a foundry and machine shop building. Three other buildings had been authorized, including the kitchen and mess hall, the school, and the chapel/auditorium. In addition to the vocational training that construction work provided, inmates also received training through agricultural work and learned trades such as carpentry and iron and foundry work. When the foundry building entered operation, it was expected that some inmates would produce auditorium and chapel seat ends there. Other inmates would work at landscaping and beautifying the grounds of the institution (*Ohio State Journal* 18 July 1932, 1–2).

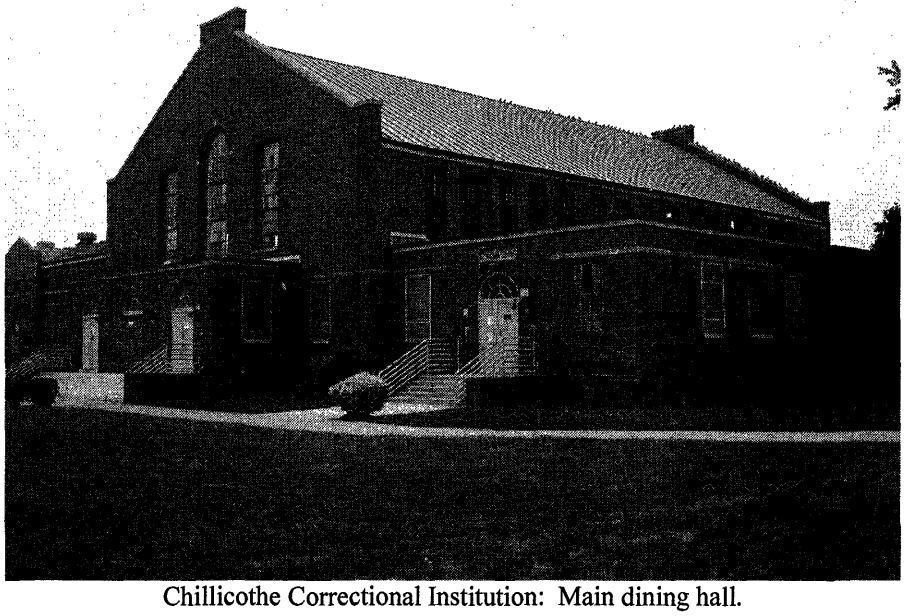


Chillicothe Correctional Institution: Facade of administration building.

Construction of the institution was not completed until 1936, at which time the cost of its construction exceeded $3 million and it had a housing capacity of 1,577 inmates. Paired fences lined most of the main building complex, except the cluster of industrial buildings, which were between the two fences. When the reformatory opened, it incorporated the most advanced theory and planning for the operation of a reformatory then available and had the best physical plant of any reformatory in the country. Experience revealed flaws in the plan over time, but this information was incorporated into the design of later reformatories. The primary flaw was that the buildings were distributed too widely for all inmates to have convenient access to the service buildings. The hospital and main building were so far removed from the main mess hall that the shower wing of the main building was converted to a supplemental mess hall about 1938. About 1949, this wing was remodeled yet again, this time to a gymnasium and schoolrooms. The Bureau of Prisons also found that the population was larger than is ideal for a reformatory (U.S. Bureau of Prisons 1949, 120–21).

As of 1949, there were twenty-four major buildings in the main complex: the main building, the hospital, an adjustment cottage, six dormitories, an auditorium, the main dining hall, a warehouse, a school, a storage garage, a service station, an automotive school, a shops building with the sheet metal shop, paint shop, and cabinet school, a shops building with the welding school, plumbing school, and machinists school, a shops building with the airplane mechanics

school and electrical school, the powerhouse, the chair factory, a dry kiln, the foundry, and the foundry storage shed (U.S. Bureau of Prisons 1949, 120) [Figure 13].



Chillicothe Correctional Institution: Main dining hall.

Congress authorized construction of a federal reformatory in El Reno, Oklahoma, in 1930 to accept reformatory inmates from west of the Mississippi River. Construction began in 1932, and the reformatory formally opened in February 1934. Like Chillicothe, the El Reno institution combined a telephone pole plan building with other buildings. The Bureau of Prisons also established a reformatory at Petersburg, Virginia, initially as a temporary quasi-camp institution to handle the overflow of inmates from Chillicothe. The government constructed permanent buildings for this reformatory from 1937 to 1941 (U.S. Bureau of Prisons 1949, 122–23).

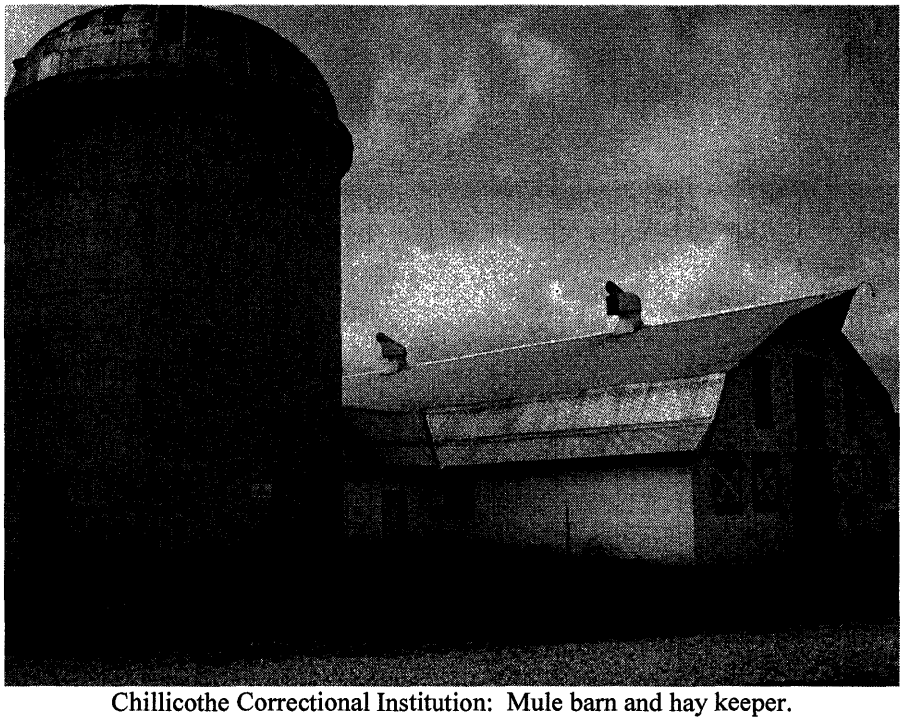
Academic and vocational education was a major component of inmate life at the reformatory. New inmates met with the Supervisor of Education after their arrival to take tests to measure their level of schooling, to receive advice about trade training, and to work out an education program. An inmate's record of educational progress became part of his institutional record and was taken into consideration when officials evaluated a man's case. Inmates who needed to learn basic literacy attended day school, in which they spent half the day at school and half at general maintenance work. These students then advanced into one of the other education programs. Inmates who had mastered basic skills and who lived in the dormitories could attend evening classes. These classes included high school-level courses along with more specialized

classes such as business classes or drafting. Inmates in the cellblocks had a similar program, except that the instructor worked with them in the cellblock (Fockler 1939, n.p.).

The vocational program provided training in a variety of areas, including automobile mechanics, bricklaying, cabinet making and woodworking, electrician, foundry practice, cooking and baking, laundry, hospital nurse attendant, machine shop practice, painting, plumbing, sheet metal, and welding. In addition to trade training, inmates in the vocational program had to take evening classes in related areas such as math, drafting, engineering, and social relations. Work assignments around the reformatory provided occupational experience in agriculture, including dairy, greenhouse, tractor driving, poultry, animal husbandry, and farm carpentry; laundry work; chair factory; brick plant; rough carpentry; service station; powerhouse, including stationary engineer; cement and concrete work; shoe repair; barbering; landscaping; and clerical work (Fockler 1939, n.p.).

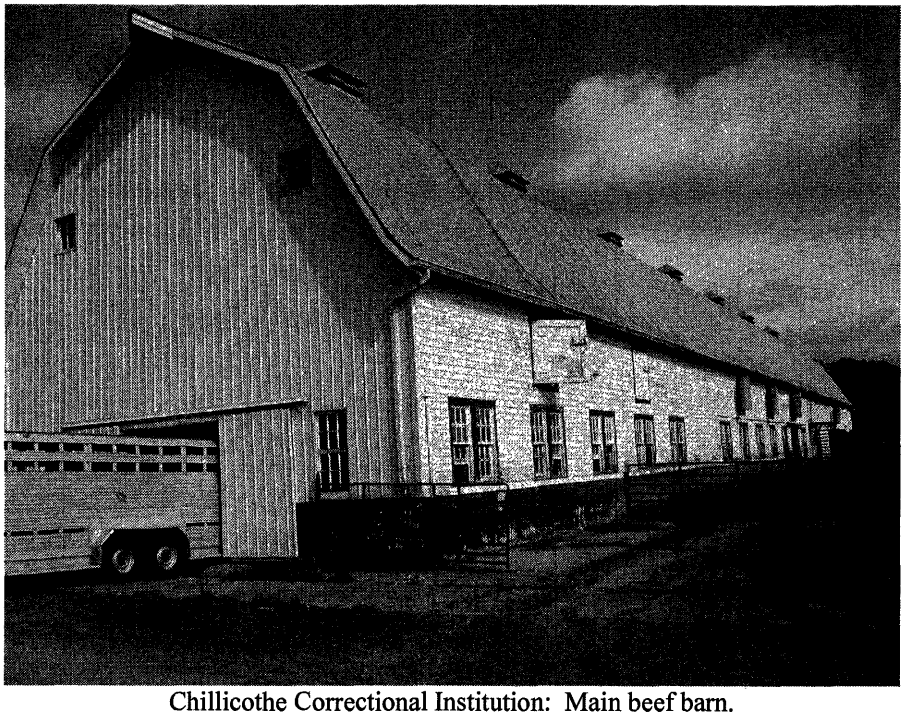
Although agricultural work was only one of many vocational training and work programs and not the primary such program, unlike in some of Ohio's state correctional institutions, the farming operation had the largest program in terms of land and buildings. As early as 1927, reformatory officials set some of the first inmates housed in the old Camp Sherman buildings to work cultivating the fields (*Chillicothe News-Advertiser* 9 April 1927, Federal Reformatory newspaper articles file, Ross County Historical Society, Chillicothe).

The reformatory cultivated land for crops throughout its territory. However, farm buildings and structures, especially for raising animals, were concentrated in three areas. One area was south of the main complex near the Scioto River. This originally was the "farm center," now the old farm center or piggery (Figure 15). The old farm center included the farm office, boiler room, smokehouse, greenhouse, a round metal granary, the mule barn, and several barns for pigs and boars (Brohl 1957). The boiler room and mule barn are constructed of concrete block that has been molded and laid to resemble random ashlar stone. The greenhouse is no longer extant, and the farm office has moved to a new location south of Ross Correctional Institution (RCI) [a DRC facility], but most of the buildings are extant. The institution's incinerator building is adjacent to the old farm center.



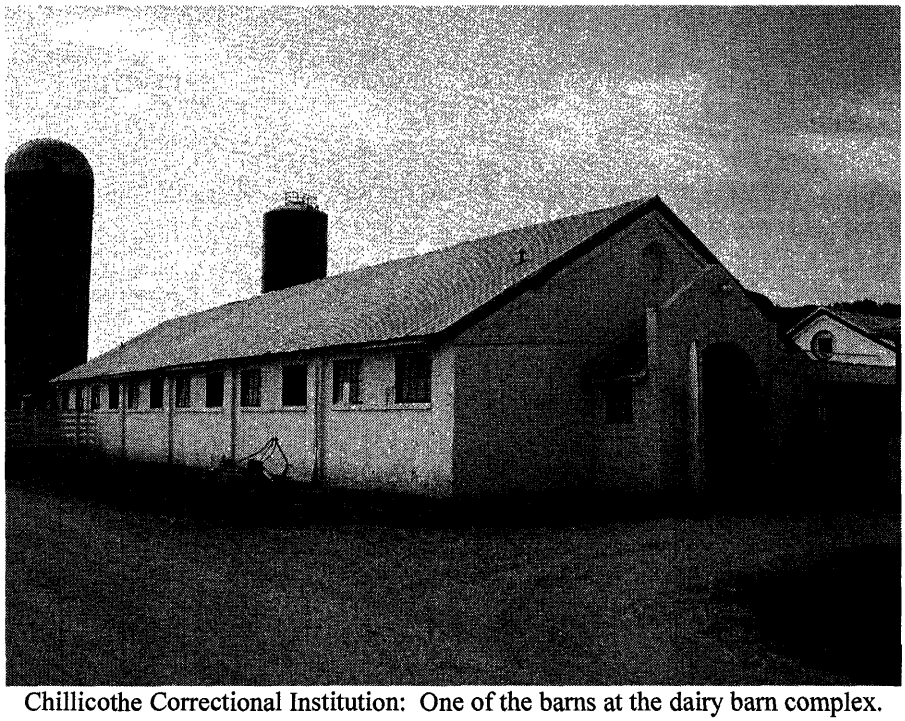
Chillicothe Correctional Institution: Mule barn and hay keeper.

A beef barn complex is located west of RCI along the east side of Sandusky Boulevard (Figure 15). Research did not identify any plans for this complex, so its date of construction cannot be identified precisely. The main barn is a Wisconsin Dairy Barn, and several of the smaller buildings are tile block construction. These factors suggest a date of construction no later than the 1930s. Lateral corridors connect the main barn to a lower tile block building that is approximately the same length as the main barn. Some of the land adjoining to the east and south is fenced off as pasture land.



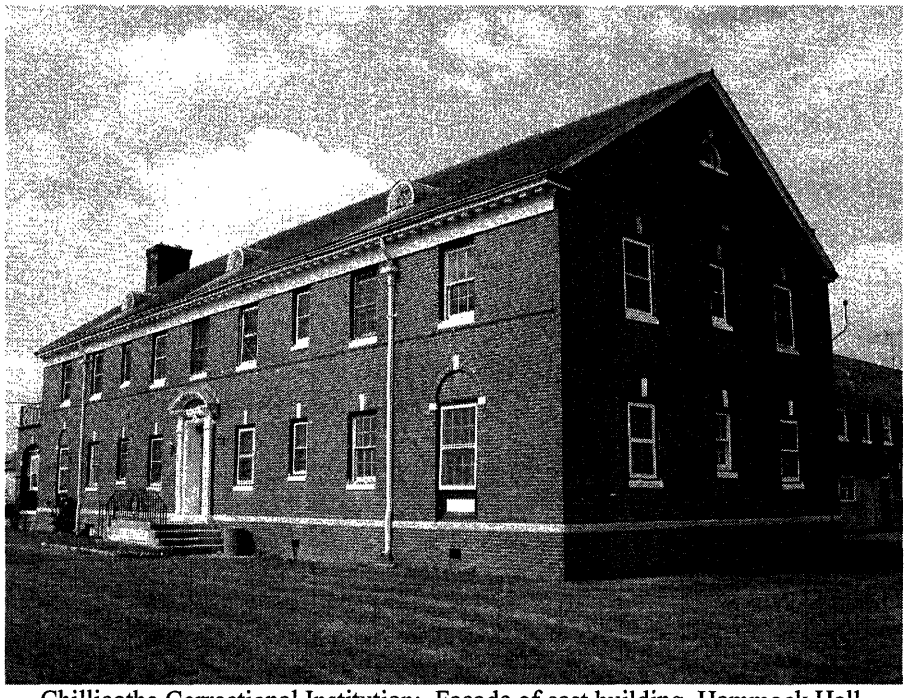
Chillicothe Correctional Institution: Main beef barn.

The dairy barn complex is located southwest of RCI and CCI off of Pleasant Valley Road (Figure 15). Architect Jesse M. Shelton designed this complex in 1930, and presumably it was constructed soon after (Shelton 1930). Several large, round, metal structures called "haykeepers" are located in the dairy barn complex. The Jamesway Company of Wisconsin produced preliminary plans for these structures in 1934 (Jamesway Company 1934). The complex consists of three brick barns linked by continuous lateral corridors at their front and rear. A brick milk house with some Colonial Revival features is located off-center along the front corridor. On the rear side of the corridor in this location is a milking parlor, from which a corridor leads to the rear lateral corridor. Much of the adjoining land is fenced off as pasture.



Chillicothe Correctional Institution: One of the barns at the dairy barn complex.

The Federal Reformatory provided much more employee housing than any Ohio correctional institution. In addition to an existing house used for the superintendent's house, the reformatory constructed a two building unit of officers' quarters, called Hammock Hall, along S.R. 104 ca. 1940 (Figure 15). The two quarters were brick Colonial Revival buildings. The front (east) building was residential on both floors, while the rear building had garages on the first floor and bedrooms on the second floor. The state later converted these buildings to honor dormitories.



Chillicothe Correctional Institution: Facade of east building, Hammock Hall.

South of Hammock Hall is Reservation Circle, a semicircular drive with five cul-de-sac roads extending to the east. Each cul-de-sac generally has three houses on each side of the road. The houses consist of two-story side-gabled, two-story front-gabled, and one-story side-gabled houses, many with attached garages. The original siding materials appear to have been brick veneer and asbestos cement shingles. Jesse M. Shelton designed the plan of the housing project in 1937 (Shelton 1937). Some of the house plans for the housing project are dated as late as 1946, however (Barnes 1946).

In September 1966, state and federal officials announced that the Ohio Department of Metal Hygiene and Correction would lease the use of the Reformatory beginning December 1, at which time the facility would become the Chillicothe Correctional Institute. Initially this was part of the state's plan to close the Ohio Penitentiary, along with planned new prisons at Grafton and Lucasville (*Columbus Dispatch* 23 September 1966, 1A; DRC 1979, 12). In 1980, the state legislature made funds available to purchase the institution from the Federal Government. The state made the purchase in 1982 and constructed RCI on some of the land in 1986. RCI opened in 1987 and took over supervision of the CCI farmland and farm buildings (DRC 2002, 3, 12, 14; Walter and Coleman 2001, 38). The word "institute" in CCI's name was changed to "institution" in 1995 (DRC 2002, 17).

The main CCI building complex is located east of S.R. 104. The complex mostly consists of red brick buildings, some of which are Colonial Revival in style. Few modern buildings have been added to this complex (Figure 14). The institution once encompassed more than 1,200 acres of land, mostly used for agriculture. Most of this land and the agricultural buildings are now under the jurisdiction of RCI, which was built on some of this land in the 1980s. Several other intrusions have been constructed on former institution land, including U.S. 35 and a local school.

Other resources associated with the institution are still present in the surrounding area (Figure 15). The old farm center, dairy barn complex, and beef barn complex are still largely intact and remain in operation. A prison firing range and a derelict pump house are located in the fields east of the main complex. The sewage treatment plant is located south of the old farm center. Hammock Hall and Reservation Circle still remain along S.R. 104. The former superintendent's house, now a training center, is located east of Pleasant Valley Road and west of Reservation Circle. The RCI farm center is located south of RCI. The CCI cemetery is located west of U.S. 35 near Larrick Lane.

## F. ASSOCIATED PROPERTY TYPES

Historic resources associated with the context Federal and State Correctional Institutions in Ohio, 1815–1956, are defined as buildings, structures, sites, objects, or districts in Ohio related to the state or federal government's function of incarceration and/or rehabilitation of criminals. Generally, the State of Ohio or the Federal Government will have constructed these resources, but preexisting buildings, structures, or objects subsequently incorporated into the operation of a correctional institution may also be associated with this context. These historic resources include any such resource regardless of current ownership, but do not necessarily include all DRC properties more than fifty years of age and do not include non-corrections related buildings at correctional institutions.[4]

The federal and state correctional institutions are similar enough in function, areas of significance, building types, and registration requirements that they have not been divided into separate property types in this nomination. Most eligible resources will be contributing elements to a district coterminous with a correctional institution and as part of a greater whole are unlikely to be individually eligible for their historical associations, although any resource may be individually eligible under Criterion C for significance in architecture or engineering. Resources that are not part of an institution or outside the boundary of an institution may be individually eligible.

Some correctional institutions, including those not yet fifty years old or older, will have buildings that are more than fifty years of age that were already on the property when the institution was constructed. Several DRC institutions are located in facilities that are more than fifty years of age, but have been in the use and possession of DRC for much less time. Such buildings or complexes may be eligible for associations with corrections, if located at a correctional institution more than fifty years of age, but most will not yet have reached that threshold. However, such buildings and complexes may prove to be eligible for the NRHP under contexts unrelated to correctional facilities in Ohio and would need to be evaluated separate from this MPD.

### PROPERTY TYPE: CORRECTIONAL INSTITUTION

Most correctional operations are encompassed within the correctional institution property type. The specific emphases of institutions in this property type vary and include reformatory, hospital, and reform school for juvenile delinquents (see subtypes below). Nevertheless, there are enough commonalities that these institutions all fit within this type. From the opening of the

[4] Several DRC institutions, including Hocking Correctional Facility, Orient Correctional Institution, and Pickaway Correctional Institution, operate out of facilities that are more than fifty years of age, but the facilities were constructed by other departments for purposes other than corrections. These institutions will not be eligible for the NRHP under this MPD until they have operated as correctional institutions for fifty years.

second Ohio Penitentiary in the 1830s to the present day, the incarceration of convicted criminals in Ohio, as well as efforts for their rehabilitation, has required a range of buildings to serve different functions (see building types below). Most buildings in a correctional institution will be clustered together, usually at some distance from the nearest public road. Certain types of buildings are also sometimes found in smaller clusters or isolated away from the main cluster. These include agricultural buildings, employee housing, and some service structures, such as water treatment or sewage treatment plants.

Most Ohio correctional institutions historically have had a main building that included administrative, housing, service, and industrial functions as well as smaller single-purpose buildings serving these and other functions. In some cases, LoCI and Lima for instance, the main building remained the primary building at the site, while at others, including CCI and ORW, the intent was to develop a variety of buildings from the start. Only CCI has a main building developed in accordance with the leading penal theory of its time. The U.S. Bureau of Prisons frequently used the telephone pole plan for its prisons beginning in the 1930s, and CCI is an early example of this. The State of Ohio did not adopt the telephone pole plan until the 1950s when it was used for the Marion Correctional Institution.

Preliminary research indicates that most state correctional buildings designed before World War II were designed by state employees, either in the office of the state architect and engineer or in the Department of Public Welfare. However, outside architecture firms, including some well-known firms, are known to have designed some correctional buildings in the state. The Colonial Revival style of architecture seems to have been a popular choice for Ohio's correctional institutions in the early twentieth century. The early buildings at ORW, the main building at Lima, and several buildings at SCI are Colonial Revival in style. For both security reasons and for fire safety, many of the buildings at correctional institutions in Ohio were constructed of masonry, most often with brick as the exterior surface material.

Buildings and sites in correctional institutions fall into several different categories as listed below, most of which, but not necessarily all of which, should be present for a correctional institution to be eligible for the NRHP.

| Building Types Historically Associated with Correctional Institutions | Extant Pre-1956 Buildings | | | | |
|---|---|---|---|---|---|
| | Chillicothe Correctional Institution | Lima Correctional Institution | London Correctional Institution | Ohio Reformatory for Women | Southeastern Correctional Institution |
| **Main Building** | X | X | X | X | |
| **Residence Buildings** | | | | | |
| Dormitory/cottage | X | | X | X | X |
| Warden's/ Superintendent's house | X | X | X | X | X |
| Employee housing | X | X | | X | |
| **Service Buildings** | | | | | |
| Power plant | X | X | X | X | X |
| Water/sewer treatment | X | X | X | X | X |
| Hospital | X | | | X | |
| School/vocational training | X | | | X | X |
| Dining hall | X | | | | X |
| Other | X | | | X | X |
| **Industrial Buildings** | X | | X | | |
| **Agricultural Buildings** | X | X | X | X | X |
| **Cemetery** | X | X | X | | X |
| **Security Structures** | X | | X | | |

Main Building: Lima, CCI, ORW, LoCI, and several later institutions such as Marion and Lebanon have a main building. At CCI, Marion, and Lebanon these are telephone pole plan buildings. The main building at Lima is the pavilion plan hospital building. These buildings invariably contain administrative and residential functions and often service and industrial functions as well. These are often the most prominent buildings at the correctional facility in size and architectural quality.

Residence Buildings: Most correctional institutions in Ohio have had residential buildings of several types. Dormitories for inmates are present at many of the institutions. Even institutions with the housing in a main building usually will have an honor dormitory separate from the main building. Dormitories vary between large buildings housing many inmates and smaller cottage-like buildings for women and juveniles. Dormitories for employees may also be present at an institution, such as the nurses' dormitory at Lima and Hammock Hall at CCI. Many correctional institutions provide a house for the warden or superintendent. These were often built as part of

the institution, although they may be separate from the main cluster. Houses for other employees may also be present. Lima and CCI have housing developments for employees, and a farm manager's house was one of the first buildings at ORW. However, sometimes the houses were already present when the state purchased the land for the institution and the state retained them for employee housing.

Service Buildings: Most correctional institutions, especially the older ones, will have separate single-purpose buildings to serve the variety of functions necessary for the operation of the institution. Newer institutions often incorporate these functions into the main building. The most commonly found service buildings are for providing utilities, such as power plants, water treatment plants, and sewage treatment plants. CCI, ORW, and SCI have hospital buildings. CCI and SCI have dining hall buildings. SCI and ORW have laundry buildings. Having been a school as much as a correctional institution, SCI has a few service buildings that will not be found elsewhere in Ohio's correctional institutions, including a drill hall and an interurban station. Buildings for education and religion also would fall into this subtype. Service buildings will not necessarily have maintained their original function over time.

Industrial Buildings: The contract labor system was abolished in Ohio early in the twentieth century, but industrial programs remained an important component of correctional facilities in Ohio. These programs not only were intended to provide training and experience to allow inmates to be productive members of the work force once they finished their sentence, but work also helped alleviate the discipline and morale problems caused by chronic idleness. Also, inmates could earn small amounts of money to help support their dependents. The early industrial buildings often resemble contemporary factory buildings with large expanses of windows to maximize light and ventilation. In addition to buildings that housed actual industrial operations, institutions often had buildings for their vocational training programs.

Agricultural Buildings and Structures: Agricultural work was an alternative to industrial work in rehabilitation efforts, and the agricultural programs often provided much of the food for the institution. State officials, and indeed many citizens, saw rural life as morally superior and freer from temptation than city life. Especially in the nineteenth century, correctional institutions offered vocational training in agriculture to help encourage inmates from returning to the city life that presumably had led them into crime in the first place. Correctional institutions were not unique in running farms; most state hospitals and institutions had agricultural operations for training and food production. The state government once had the largest farm operation in the state. All of the major extant pre-1950s correctional facilities were established on large tracts of land with the intention of cultivating much of the land for crops or using land as pasture for animals. Generally, most of the agricultural buildings will be located near the main cluster of buildings, but there may also be outlying clusters or buildings as well. CCI is a major exception

in that its historically associated agricultural buildings are in several clusters located at a distance from the main complex of buildings.

Cemetery: The state or federal government's custodial responsibilities for the inmates in their keeping extended in some cases after their deaths. Most correctional institutions maintained cemeteries for the interment of inmates who died at the facility and had no family willing to claim the body. These cemeteries generally were not located near the main cluster of buildings, although those at SCI and LoCI are close enough that they could be included as part of a district. Markers are small and simple; in some cemeteries they do not even include a name.

Security Buildings and Structures: Security structures include guard towers, sallyport buildings, and entrance buildings. Those institutions that historically had security fences are assumed to have replaced those fences over the years. SCI and ORW did not even have fences until about 1979–80. No prison walls are known to be extant at any present DRC facility.[5]

A correctional institution will most likely prove to be eligible as a district consisting of some or all of the above categories of buildings, structures, and sites. Any historic landscaping or landscape features that may be present could be a contributing element to a historic district as well. Buildings, structures, objects, or sites within a correctional facility may be noncontributing elements to a historic district if they have lost their integrity or fall outside the period of significance.

In some cases it may be advisable to nominate a correctional institution as a discontiguous district. For instance, an institutional cemetery may be at some distance from the main institutional building complex. Intervening intrusions may make it impossible or inadvisable to draw boundaries that include both the cemetery and building complex. However, because the cemetery is a discrete resource, visual continuity is not a factor in the significance, and the intervening land is not necessarily related to the significance of the cemetery to the institution, a discontiguous district would be justified. Another example would be an agricultural complex at a distance from the main institution that has its own discrete land use pattern distinguishable from the surrounding land and that cannot easily be encompassed within a boundary with the main institution.

**Subtype: Reformatory**

Reformatories will date from the period between 1880 and 1956. Historical examples include the Ohio State Reformatory, CCI, and ORW. The reformatory concept arose from penal reformers' desire to not merely punish offenders, but rehabilitate them into functioning members of society. Ideally reformatories would provide both academic and vocational training to instill in inmates both job skills for employment and the discipline and work ethic to hold a job. The

[5] The Roseville Brick Plant, no longer a DRC facility, retains at least part of a wall.

reformatories in Ohio lived up to this promise to varying degrees. Agricultural labor was one of the major work and vocational training programs at the reformatories in Ohio. Reformatories generally were intended for younger, first-time offenders, although ORW housed all female offenders in Ohio. Although OSR used cellblocks in its original 1880s building, reformatories in Ohio later generally used dormitories or individual rooms to house most inmates. Reformatories generally will have most, if not all, of the building types listed above. Several examples of reformatories are still in use in Ohio, as a result of which it is likely that through continued use these reformatories will be in good condition, although possibly with modern buildings among the older ones.

**Subtype: Reform School**

Ohio's two primary reform schools both opened in the mid-nineteenth century; however, neither is still in operation as a reform school. Most of the current juvenile correctional facilities in Ohio are not fifty years old. Historical examples include the Boys' Industrial School (now SCI) and the Girls' Industrial School. Ohio's reform schools originated in the mid-nineteenth century out of concern for the dangers of incarcerating children with the adults at the Ohio Penitentiary. The Boys' Industrial School was one of the first state reform schools in the U.S. and one of the first to use the cottage plan/family plan of organization. Rather than the large cellblocks or dormitories that characterized most adult institutions, the inmates at BIS lived in smaller buildings more like houses. BIS emphasized agricultural training through much of its history, although some industrial training was available as well. Because of its nature as a juvenile institution, BIS historically had certain types of buildings not often seen at adult institutions, such as schools and a drill hall. A national trend in the 1970s was to close down overcrowded and obsolete reform schools in favor of community-based treatment. Through post-1950s modernization and the post-1980 conversion to an adult prison, BIS has been altered considerably from its earlier appearance. A modern youth correctional facility is located on the site of GIS, most, if not all, of which has been demolished.

**Subtype: Hospital/Mental Health Institution**

The only historical example is the Lima State Hospital, which opened in 1915. Unlike most of the other correctional institutions, the nature of this institution required that most functions and operations be contained in one large building. Renowned Ohio architect Frank Packard designed the main building, which as a result has a much higher level of architectural quality than most correctional buildings in Ohio. Like many of the other institutions, agriculture was a significant component of its operation, both to produce its own food and as occupational therapy for the inmates. In addition to the main building, the institution has buildings from several of the building categories listed above. The Lima State Hospital, although converted to the Lima Correctional Institution, remained in continued use until recent years, as a result of which the hospital and its support buildings generally remain in good condition.

**Subtype: Penitentiary**

The primary historical example is the Ohio Penitentiary in Columbus, which opened in the 1830s. Extant institutions that fall into this category date to the early twentieth century. Although LoCI was not, strictly speaking, a penitentiary, it is included under this category because it was an offshoot of the Ohio Penitentiary and received direct commitments from the penitentiary for many years. In addition, the Ohio Penitentiary operated two branch prisons in southeastern Ohio. These were at Junction City in Perry County and Roseville in Muskingum County. The state established the former in 1914 to provide care for elderly and disabled inmates, and the latter in 1928 as a brick plant operated by inmate labor (ODF 1962, 4: 295, 310). DRC no longer owns these facilities, but both were at least partially extant within recent years. Normally, a penitentiary will have most, if not all, of the building types listed above, although the branch prisons, being more specialized, may not. Penitentiaries, generally speaking, are unlikely to house the types of inmates that could be trusted to work in unsecured farm fields; however, LoCI in effect became an honor farm for the Ohio Penitentiary for many years and had a large agricultural component to its operations. Through continued use LoCI is still extant and in good condition. The two branch prisons are no longer state property, and their current condition is unknown.

SIGNIFICANCE

Ohio's correctional institutions are significant for representing the state and federal governments' various efforts to meet their obligation to maintain public safety through the incarceration and punishment of criminals. The extant institutions reflect the theories that evolved through the nineteenth and twentieth centuries concerning the most effective and most humane means to incarcerate and reform prisoners. In the mid-nineteenth century, reformers and the state government recognized the need to treat juvenile offenders in different conditions and with different means than adult offenders, leading to the establishment of the Boys' Industrial School. Just after the turn of the twentieth century, increasing knowledge of mental illness and its relation to crime prompted the state to construct the Lima State Hospital for the Criminally Insane. During the early twentieth century, Ohio officials, aware of the national trend toward creating separate institutions for women, established the Ohio Reformatory for Women. Ohio officials recognized the outdated and overcrowded nature of the 1830s Ohio Penitentiary in Columbus and sought to replace it through much of the twentieth century. Toward this end, they purchased land near London for a new penitentiary early in the century. Although a new penitentiary was never constructed there, the London Correctional Institution became something of an experiment in penal operations in Ohio, the first adult male correctional institution in the state to widely use dormitories and to have a fence instead of a wall, and the first adult correctional institution to accept only what was considered the better class of prisoners. Finally,

the Chillicothe Correctional Institution is associated with the emergence of the federal prison system.

Correctional institutions or buildings in correctional institutions may also be significant for their architectural value. Prominent architects and firms designed buildings for correctional institutions in Ohio. An entire institution may be significant as an early or ideal example of its type.

REGISTRATION REQUIREMENTS

**Subtype: Reformatory**

A reformatory is eligible as a district under Criterion A in the area of law if it represents important Ohio or federal efforts to provide institutions for the rehabilitation of criminals. A reformatory is eligible as a district under Criterion A in the area of politics/government if it represents an important element of Progressive era reform in state government in the early twentieth century. A reformatory is eligible as a district under Criterion A in the area of agriculture if a farm operation was among its important rehabilitation and vocational training programs. In order for a correctional institution to be eligible for associations with agriculture, it must retain most, if not all, of its collection of agricultural buildings, as well as a significant portion of its agricultural land.

A reformatory is eligible as a district under Criterion C in the area of architecture if it represents a well-developed example of a type of penal plan, such as the campus plan, or if it contains a well-developed collection of penal-related buildings that represents an attempt at an ideal form of reformatory complex. In addition, any building in a reformatory complex may be individually eligible under Criterion C if it embodies the distinctive characteristics of a type, period, or method of construction or if it represents the work of a master architect or engineer. Because a correctional institution will be nominated as a district, Criteria Considerations D (Cemeteries) and G (Properties that have achieved significance within the last fifty years) will not apply to individual resources, although such resources will not automatically be contributing elements of a district.

In order to be eligible, a reformatory must retain integrity of design, setting, materials, and feeling. To maintain its integrity of design, a building should be substantially intact structurally with no more than minor additions or demolitions after the period of significance. The more formal buildings (main building, residential buildings) likely will have a rhythmic fenestration pattern and a higher level of ornament and should retain these features. Not only must the buildings individually retain integrity of design and materials, but the institution as a whole should retain integrity of design and materials, with most of its historic buildings present and few, if any, modern buildings intruding among the older ones. Since most correctional institutions in Ohio were established on the rural outskirts of cities, the setting should reflect the

historic rural and agricultural setting of the institution. At the very least, the associated agricultural land of the institution should mostly remain as open space to provide a barrier against modern development in the area. The institution should retain enough buildings more than 50 years of age and few enough modern buildings to retain the feeling of being a historic property. As the alteration of interior floorplans, room functions, and materials in correctional institutions was historically fairly common to meet changing needs and population levels, these changes will not negatively impact the integrity of the institution.

For both historical associations and as part of the setting, the nominated boundaries for a correctional institution should include the largest amount of land possible that was historically associated with the institution. However, it should be recognized that changes in field patterns, fencelines, land uses, crops, etc., may have occurred over time and may prevent such field patterns, etc., from being contributing elements of a district. Portions of the historically associated land may contain unrelated or modern development that should be excluded from the nominated boundaries.

**Subtype: Reform School**

A reform school is eligible as a district under Criterion A in the area of law if it represents an important state effort to rehabilitate juvenile offenders. A reform school is eligible as a district under Criterion A in the area of agriculture if a farm operation was among its important rehabilitation and vocational training programs. In order for a correctional institution to be eligible for associations with agriculture, it must retain most, if not all, of its collection of agricultural buildings, as well as a significant portion of its agricultural land.

A reform school is eligible as a district under Criterion C in the area of architecture if it represents a well-developed example of a type of penal plan, such as the campus plan, or if it contains a well-developed collection of penal-related buildings that represents an attempt at an ideal form of reform school complex. In addition, any building in a reform school may be individually eligible under Criterion C if it embodies the distinctive characteristics of a type, period, or method of construction or if it represents the work of a master architect or engineer. Because a correctional institution will be nominated as a district, Criteria Considerations D (Cemeteries) and G (Properties that have achieved significance within the last fifty years) will not apply to individual resources, although such resources will not automatically be contributing elements of a district.

In order to be eligible, a reform school must retain integrity of design, setting, materials, and feeling. To maintain its integrity of design, a building should be substantially intact structurally with no more than minor additions or demolitions after the period of significance. The more formal buildings (main building, residential buildings) likely will have a rhythmic fenestration pattern and a higher level of ornament and should retain these features. Not only must the buildings individually retain integrity of design and materials, but the institution as a whole

should retain integrity of design and materials, with most of its historic buildings present and few, if any, modern buildings intruding among the older ones. Since most correctional institutions in Ohio were established on the rural outskirts of cities, the setting should reflect the historic rural and agricultural setting of the institution. At the very least, the associated agricultural land of the institution should mostly remain as open space to provide a barrier against modern development in the area. The institution should retain enough buildings more than 50 years of age and few enough modern buildings to retain the feeling of being a historic property. As the alteration of interior floorplans, room functions, and materials in correctional institutions was historically fairly common to meet changing needs and population levels, these changes will not negatively impact the integrity of the institution.

For both historical associations and as part of the setting, the nominated boundaries for a correctional institution should include the largest amount of land possible that was historically associated with the institution. However, it should be recognized that changes in field patterns, fencelines, land uses, crops, etc., may have occurred over time and may prevent such field patterns, etc., from being contributing elements of a district. Portions of the historically associated land may contain unrelated or modern development that should be excluded from the nominated boundaries.

**Subtype: Hospital/Mental Health Institution**

Although the institution as a whole provides the highest level of significance and integrity for a hospital/mental health institution, the main hospital building will have important historical associations in its own right and may be eligible for the NRHP under Criterion A and/or C even without the other buildings of the institution. A hospital/mental health institution is eligible as a district under Criterion A in the area of law if it represents an important state effort to incarcerate and rehabilitate the criminally insane and insane criminals. A hospital/mental health institution is eligible as a district under Criterion A in the area of health/medicine if it represents an important state effort to provide mental health care and treatment for the criminally insane and insane criminals. A hospital/mental health institution is eligible as a district under Criterion A in the area of agriculture if a farm operation was among its important rehabilitation and vocational training programs. In order for a correctional institution to be eligible for associations with agriculture, it must retain most, if not all, of its collection of agricultural buildings, as well as a significant portion of its agricultural land.

A hospital/mental health institution is eligible as a district under Criterion C in the area of architecture if it contains a well-developed collection of penal-related buildings that represents an attempt at an ideal form of hospital/mental health institutional complex. In addition, any building in a hospital/mental health institution may be individually eligible under Criterion C if it embodies the distinctive characteristics of a type, period, or method of construction or if it represents the work of a master architect or engineer. Because a correctional institution will be

nominated as a district, Criteria Considerations D (Cemeteries) and G (Properties that have achieved significance within the last fifty years) will not apply to individual resources, although such resources will not automatically be contributing elements of a district.

In order to be eligible, a hospital/mental health institution must retain integrity of design, setting, materials, and feeling. To maintain its integrity of design, a building should be substantially intact structurally with no more than minor additions or demolitions after the period of significance. The more formal buildings (main building, residential buildings) likely will have a rhythmic fenestration pattern and a higher level of ornament and should retain these features. Not only must the buildings individually retain integrity of design and materials, but the institution as a whole should retain integrity of design and materials, with most of its historic buildings present and few, if any, modern buildings intruding among the older ones. Since most correctional institutions in Ohio were established on the rural outskirts of cities, the setting should reflect the historic rural and agricultural setting of the institution. At the very least, the associated agricultural land of the institution should mostly remain as open space to provide a barrier against modern development in the area. The institution should retain enough buildings more than 50 years of age and few enough modern buildings to retain the feeling of being a historic property. As the alteration of interior floorplans, room functions, and materials in correctional institutions was historically fairly common to meet changing needs and population levels, these changes will not negatively impact the integrity of the institution.

For both historical associations and as part of the setting, the nominated boundaries for a correctional institution should include the largest amount of land possible that was historically associated with the institution. However, it should be recognized that changes in field patterns, fencelines, land uses, crops, etc., may have occurred over time and may prevent such field patterns, etc., from being contributing elements of a district. Portions of the historically associated land may contain unrelated or modern development that should be excluded from the nominated boundaries.

**Subtype: Penitentiary**

A penitentiary is eligible as a district under Criterion A in the area of law if it represents an important state effort to incarcerate and punish those who violate the criminal laws of the state. A penitentiary is eligible as a district under Criterion A in the area of agriculture if farm labor constituted an important portion of its work programs. In order for a correctional institution to be eligible for associations with agriculture, it must retain most, if not all, of its collection of agricultural buildings, as well as a significant portion of its agricultural land. A penitentiary is eligible as a district under Criterion A in the area of industry if industrial operations constituted an important portion of its work programs and the buildings and structures associated with that industry are mostly extant.

A penitentiary is eligible as a district under Criterion C in the area of architecture if it represents a well-developed example of a type of penal plan, such as the campus plan, or if it contains a well-developed collection of penal-related buildings that represents an attempt at an ideal form of penitentiary complex. In addition, any building in a penitentiary complex may be individually eligible under Criterion C if it embodies the distinctive characteristics of a type, period, or method of construction or if it represents the work of a master architect or engineer. Because a correctional institution will be nominated as a district, Criteria Considerations D (Cemeteries) and G (Properties that have achieved significance within the last fifty years) will not apply to individual resources, although such resources will not automatically be contributing elements of a district.

In order to be eligible, a penitentiary must retain integrity of design, setting, materials, and feeling. To maintain its integrity of design, a building should be substantially intact structurally with no more than minor additions or demolitions after the period of significance. The more formal buildings (main building, residential buildings) likely will have a rhythmic fenestration pattern and a higher level of ornament and should retain these features. Not only must the buildings individually retain integrity of design and materials, but the institution as a whole should retain integrity of design and materials, with most of its historic buildings present and few, if any, modern buildings intruding among the older ones. Since most correctional institutions in Ohio were established on the rural outskirts of cities, the setting should reflect the historic rural and agricultural setting of the institution. At the very least, any associated agricultural land of the institution should mostly remain as open space to provide a barrier against modern development in the area. The institution should retain enough buildings more than 50 years of age and few enough modern buildings to retain the feeling of being a historic property. As the alteration of interior floorplans, room functions, and materials in correctional institutions was historically fairly common to meet changing needs and population levels, these changes will not negatively impact the integrity of the institution.

For both historical associations and as part of the setting, the nominated boundaries for a correctional institution should include the largest amount of land possible that was historically associated with the institution. In cases where agricultural land is historically associated with the penitentiary, it should be recognized that changes in field patterns, fencelines, land uses, crops, etc., may have occurred over time and may prevent such field patterns, etc., from being contributing elements of a district. Portions of the historically associated land may contain unrelated or modern development that should be excluded from the nominated boundaries.

**PROPERTY TYPE: AGRICULTURAL BUILDING OR COMPLEX**

This property type includes two subtypes of agricultural buildings or complexes.

**Subtype: Agricultural Building or Complex Associated With a Correctional Institution**

The first subtype is agricultural buildings or complexes that are part of and generally contemporary to a correctional institution, but that are not located within the main complex of buildings and where there are sufficient intrusions between the main complex and the agricultural buildings or complexes that the latter cannot easily be included in a district, even a discontiguous district, with the former. Some of the correctional institutions in Ohio occupied large farms. Agricultural buildings could be found at a distance from the main complex because of the needs of the farming operation or because they were already present when the state purchased the land. Examples include some of the agricultural facilities associated with CCI and LoCI.

Buildings associated with this subtype can be of several types or functions including, but not limited to, barns, silos, slaughterhouses, granaries, farm managers' or farm administrative offices, and equipment shelters. Buildings or complexes eligible under this property type need not have been the primary focus of agricultural operations for the institution, but at least must have been the focus of some important aspect of the operations. For instance, an eligible complex may have been the primary location for a dairying operation or an institution's main complex for raising pigs and processing pork. Minor, isolated agricultural buildings, such as a cattle loafing shed in the middle of a pasture, would not necessarily be eligible under this property type. Buildings can be of any of a variety of materials, and most, if not all, will be vernacular or utilitarian in design.

**Subtype: State Farm/Honor Farm**

The other example includes agricultural buildings or complexes associated with former corrections-operated honor farms or state farms. The Ohio State Reformatory operated Osborn State Farm in Erie County and Grafton State Farm in Lorain County. LoCI operated an honor farm near Lebanon in Warren County. Ohio later used portions of the land belonging to these farms to construct new prisons, including Lebanon and Grafton correctional institutions, and surviving honor farm buildings likely will be under the jurisdiction of these institutions.

Buildings associated with this subtype can be of several types or functions including, but not limited to, barns, silos, granaries, farm managers' or farm administrative offices, housing (including honor dormitories and existing farmhouses), and equipment shelters. Buildings or complexes eligible under this property type should have been a substantial component of a farm operation during the period of significance. Minor, isolated agricultural buildings, such as a cattle loafing shed in the middle of a pasture, would not necessarily be eligible under this property type. Buildings can be of any of a variety of materials, and most, if not all, will be vernacular or utilitarian in design.

SIGNIFICANCE

Inmate labor was an important component of prison operations in Ohio from the early nineteenth century, largely to help make the institutions financially self-supporting, as well as to punish the inmates. Because the Ohio Penitentiary was in an urban location, agricultural work was not part of its operations. However, when the state established the Boys' Industrial School in the 1850s, its founders chose a rural location with the intent of making agricultural work the focus of manual training at the school. The founders of the school viewed rural life as morally superior to urban life and sought to provide the boys with skills that would provide them with jobs in rural areas and away from the temptations to vice and crime found in the city. An institutional farm would also provide some of the food for the institution. Most correctional institutions in Ohio established after the Boys' Industrial School also had an associated farm, in part to provide food for the institution and in part because the emphasis on farm work as vocational training reflected the predominantly rural and agricultural nature of Ohio.

Correctional institutions were not unique in this area; most state hospitals and institutions had agricultural operations for training and food production. The state government once had the largest farm operation in the state. Corrections-related agricultural buildings are significant for their association with the state and federal government's efforts to rehabilitate and provide vocational training to inmates and also reflect the continuing agrarian character of much of Ohio and the country through much of the first half of the twentieth century.

REGISTRATION REQUIREMENTS

**Subtype: Agricultural Building or Complex Associated With a Correctional Institution**

If a sufficient number and variety of buildings are present, they may be eligible as a district; otherwise, if a single building or structure dominates, the building or structure can be nominated as the main resource with other supporting contributing resources, if any. An agricultural building or complex is eligible as a building or district under Criterion A in the area of law if its parent institution used agricultural work as an important component of its inmate labor programs or rehabilitation and vocational training programs. An agricultural building or complex is eligible as a building or district under Criterion A in the area of agriculture if it was an important component of an institution's agricultural operations and the agricultural operations played an important role in the function of the institution, whether providing food or vocational training or both. An agricultural building or complex is eligible as a building or district under Criterion C if it is an important example of a type of agricultural building, displays an important advance in agricultural technology, or has a model plan based on the leading agricultural thought of the day.

In order to be eligible, an agricultural building or complex must retain integrity of location, design, setting, materials, feeling, and association. Integrity of location would apply primarily to individual buildings. For a building to retain integrity of location, it must remain in the same

place where it was located during its period of significance. If most of the buildings in a complex retain their integrity of location, then the complex retains integrity of location. The integrity of setting involves the character of the place in which the resource or complex was located during its period of significance. An agricultural setting, or at least a setting of clear fields, is an essential element of integrity for agricultural buildings.

To maintain its integrity of design, a building should be substantially intact structurally with no more than minor additions or demolitions after the period of significance. A district should have few or no modern buildings intruding among the older buildings and should retain most of the buildings present during its period of significance. Integrity of materials involves the retention of the key exterior materials dating from the period of significance. Wall and/or roofing material need not be original as long as replaced in kind or with a historically appropriate replacement. For districts, the introduction of new buildings with walls of a different material or color of material than the old buildings can affect the integrity of materials. To maintain integrity of feeling, a building or district must retain sufficient integrity of design, setting, and materials that it is recognizable as a historic resource. To maintain integrity of association, a building or district must have its original institution still extant somewhere nearby and must not give the appearance of being affiliated with any other institution or farming operation. The nominated boundaries of this subtype should include as much land as was historically associated with the building or buildings that does not include modern intrusions. If possible this should be land directly associated with the building or district, for instance a livestock barn with its fenced pasture.

**Subtype: State Farm/Honor Farm**

If a sufficient number and variety of buildings are present, they may be eligible as a district; otherwise, if a single building or structure dominates, the building or structure can be nominated as the main resource with other supporting contributing resources, if any. An agricultural building or complex is eligible as a building or district under Criterion A in the area of law if its parent institution used the farm as an important component of its inmate labor programs or rehabilitation and vocational training programs. An agricultural building or complex is eligible as a building or district under Criterion A in the area of agriculture if it was an important component of an institution's agricultural operations and the agricultural operations played an important role in the function of the institution, whether providing food or vocational training or both. An agricultural building or complex is eligible as a building or district under Criterion C if it is an important example of a type of agricultural building, displays an important advance in agricultural technology, or has a model plan based on the leading agricultural thought of the day.

In order to be eligible, an agricultural building or complex must retain integrity of location, design, setting, materials, feeling, and association. Integrity of location would apply primarily to individual buildings. For a building to retain integrity of location, it must remain in the same

place where it was located during its period of significance. If most of the buildings in a complex retain their integrity of location, then the complex retains integrity of location. The integrity of setting involves the character of the place in which the resource or complex was located during its period of significance. An agricultural setting, or at least a setting of clear fields, is an essential element of integrity for agricultural buildings.

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## G. GEOGRAPHICAL DATA

The Multiple Property Documentation Form for the Federal and State Correctional Institutions in Ohio, 1815–1956, covers the State of Ohio. This boundary contains all of the historic and architectural resources associated with the historic context included in this nomination.

## H. SUMMARY OF IDENTIFICATION AND EVALUATION METHODS

The DRC initiated the Federal and State Correctional Institutions in Ohio, 1815–1956, MPD NRHP nomination. The DRC manages thirty-two correctional institutions, ensuring that the facilities are safe, humane, and secure, and runs rehabilitation and restorative programs for more than 44,000 adult inmates. As a result of its mission, DRC undertakes a number of projects to upgrade, expand, or otherwise modify the institutions. Some of these projects are subject to compliance with Section 106 of the National Historic Preservation Act, as amended, or with Ohio state law, which request that DRC consider the effects of their projects on historic, i.e., significant, properties. The goal of this MPD, therefore, is for the DRC to use the MPD to better evaluate the eligibility of their resources (more than fifty years old) for inclusion in the NRHP on future projects, in compliance with Section 106 and Ohio state law.

DRC provided ASC Group, Inc., with a database of buildings at current DRC institutions. From this database, ASC Group's historians identified those DRC institutions that appeared to be substantially more than fifty years of age. Preliminary research, primarily using the Ohio Department of Finance's 1962 *State Capital Inventory*, identified several institutions in the database that were more than fifty years old, but that were not originally constructed as correctional facilities, as well as several correctional institutions no longer in the possession of DRC.

From this information, ASC Group compiled a list of five institutions to which DRC arranged site visits: London Correctional Institution, Southeastern Correctional Institution, the Ohio Reformatory for Women, Chillicothe Correctional Institution, and Lima Correctional Institution. The purpose of the site visits was to determine property types, identify the styles and construction materials of the buildings and structures at correctional institutions in Ohio, as well as to gauge the level of integrity of the institutions. As a result of the site visit, ASC Group determined that the institutions are large enough that integrity of location is not likely to be an issue, and that the institutional character and penal function of the buildings rarely allow the examples of craftsmanship that would make integrity of workmanship an issue. Correctional institutions are such specialized properties that for one to lack integrity of association, it would have to lack all of the other aspects of integrity as well; therefore, ASC Group determined that integrity of association was not a significant factor in an institution's eligibility. The other four aspects of integrity are significant to an institution's eligibility. During the site visits, the ASC

Group architectural historian viewed most or all of the buildings, structures, and sites at the institution, took photographs and notes for future reference, and, if available, viewed historical materials and blueprints on file at the institution. London Correctional Institution and Chillicothe Correctional Institution retained extensive collections of blueprints for their facilities, and DRC Central Office in Columbus provided a limited selection of blueprints for Southeastern Correctional Institution and the Ohio Reformatory for Women. While in the vicinity of each institution, the historian also conducted research at local libraries and historical societies.

ASC Group's historians identified other correctional facilities listed in the NRHP, including a MPD nomination for Municipal, County, and State Corrections Properties in Iowa that provided a useful framework for organizing the Ohio MPD. The historians conducted research at the State Library of Ohio, the Ohio Historical Society, the libraries of The Ohio State University, and the Columbus Public Library. The historians researched the history of prison design, the general history of Ohio's correctional system, and the specific history of the five correctional institutions to which ASC Group made site visits. The historians also consulted the files of Barbara Powers of the Ohio Historic Preservation Office, an authority on the work of architect Frank Packard. NRHP nominations are not being prepared in immediate conjunction with this MPD, but DRC will hire a consultant to prepare and submit nominations at a future date.

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### LIKELY SOURCES NOT YET INVESTIGATED

A number of sources of information concerning Ohio's correctional institutions and parent departments that were not consulted for this MPD nomination are available in archives in the state, especially at the Ohio Historical Society Archives and Library in Columbus. These sources were not examined for any of several reasons: they consist solely of photographs, they consist of raw data that would need to be analyzed before use, they are too specific to one aspect of prison operation, etc. The general historical nature of the present document limited the utility of these sources, but they likely will be of greater use during the preparation of individual nominations for correctional institutions in Ohio.

The following list is not intended to be comprehensive. Sources specific to the Ohio Penitentiary and the Ohio State Reformatory are not included here, since the first has been demolished and the latter is already listed in the National Register. The Historic American Buildings Survey documentation for the Ohio Penitentiary (HABS OH-2440) includes a lengthy bibliography of sources for that institution, as well as some of the general sources available concerning penal architecture. In addition to the sources listed below, local newspapers likely will prove to be a fruitful source of information on the institutions, as time constraints limited the ability of the researchers of this document to make extensive surveys of the relevant content of local newspapers.

#### Photographs

*Aerial Photographs of the Ohio Reformatory for Women* [graphic]. State Archives Series 2759 AV, Ohio Historical Society, Columbus, n.d.

*Borowitz Crime Ephemera Collection: Prison Postcards.* Department of Special Collections and Archives, Kent State University, Ohio.

This collection contains postcards with views of prisons in the U.S. and abroad, including the Ohio Reformatory for Women, Ohio Penitentiary, and Ohio State Reformatory. Some of the

postcards can be viewed on the Internet (http://speccoll.library.kent.edu/truecrime/postcards/prisoncards.html).

*Boys' Industrial School* [graphic]. State Archives Series 1007 AV, Ohio Historical Society, Columbus, 1858–1985.

This collection consists of photograph and postcard views of the Boys' Industrial School.

*Correctional Photograph Archives Collection.* Special Collections and Archives, Eastern Kentucky University, Richmond, ca. 1890–1980.

This collection contains photographs of a number of prisons in the U.S. and abroad, including the Federal Reformatory/Chillicothe Correctional Institution. Some of the photos can be viewed on the Internet (http://www.cpa.eku.edu/inventory1.htm).

Eckle, Roderick B. *London Prison Farm* [graphic]. SC 5671, Ohio Historical Society, Columbus, ca. 1954–1955.

_____. Photograph album. State Archives Series AV 77, Ohio Historical Society, Columbus, 1949–1955.

These two collections consist of a photo album and photographs of the London Prison Farm gathered by Roderick B. Eckle, the deputy warden and warden of the London Prison Farm between 1952 and 1962.

*London Prison Farm* [graphic]. SC 367, Ohio Historical Society, Columbus.

Another collection of photographs of the London Prison Farm.

Ohio Adjutant General's Department, Ohio National Guard. *Aerial Views of State Properties* [Graphic]. State Archives Series 6591 AV, Ohio Historical Society, Columbus, 1930.

Ohio Department of Finance. *London Prison Farm.* State Archives Series 1003 AV, Ohio Historical Society, Columbus, ca. 1931.

_____. *State Properties.* State Archives Series 1546 AV, Ohio Historical Society, Columbus, ca. 1931.

These three sources comprise portions of an inventory of state properties. The Ohio Historical Society only has parts of the original inventory, and not all of the correctional institutions of the period are included in their holdings. The London Prison Farm material is

bound and filed separately from the other institutions, probably having been donated to the Society at a different time. The inventory includes inventory forms for many of the buildings with attached photographs. The inventory forms include information on the building's use and materials, and sometimes its date of construction, architect, and/or contractor. The collection also includes aerial photographs in several views of each property.

Ohio Department of Mental Hygiene and Correction. *Aerial Photographs of Institutions* [graphic]. State Archives Series 2726 AV, Ohio Historical Society, Columbus, ca. 1956.

*Ohio Reformatory for Women* [graphic]. State Archives Series 2736 AV, Ohio Historical Society, Columbus, n.d.

Collection consists of fourteen postcards showing buildings and inmate activities.

*Photographs of Inmates, Staff, and Buildings* [graphic], *ca. 1935–1965* (Ohio Reformatory for Women). State Archives Series 1679 AV, Ohio Historical Society, Columbus, ca. 1935–1965.

**Architectural Drawings**

Elford Inc. Elford Inc. Construction Records, 1921. Ohio Historical Society, Columbus, 1921.

Architectural drawings of the Ohio Reformatory for Women.

Ohio Department of Public Works. Architectural Drawings of State Institutions, 1869–ca. 1930s. State Archives Series 2803 AV, Ohio Historical Society, Columbus.

Includes drawings of buildings at state prisons.

**Prison Records**

Boys' Industrial School. *Annual Reports, 1944–1965.* State Archives Series 2154, Ohio Historical Society, Columbus, 1944–1965.

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London Prison Farm. *Correspondence with the Ohio Department of Public Welfare, 1937–1950.* State Archives Series 1692, Ohio Historical Society, Columbus, 1937–1950.

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This resource is only available on microfilm and is a county-by-county listing of prisoners admitted to the institution.

_____. *Daily Report, 1923–1954.* State Archives Series 1690, Ohio Historical Society, Columbus, 1923–1954.

This resource is a daily listing of the numbers and status of prisoners and employees in the institution.

_____. *Prisoners' Register, 1908–1948.* State Archives Series 1609, Ohio Historical Society, Columbus, 1908–1948.

This resource is only available on microfilm. The Ohio Historical Society also has an index for this resource (State Archives Series 2432).

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Figure 1. DRC Institutions discussed in the MPD.

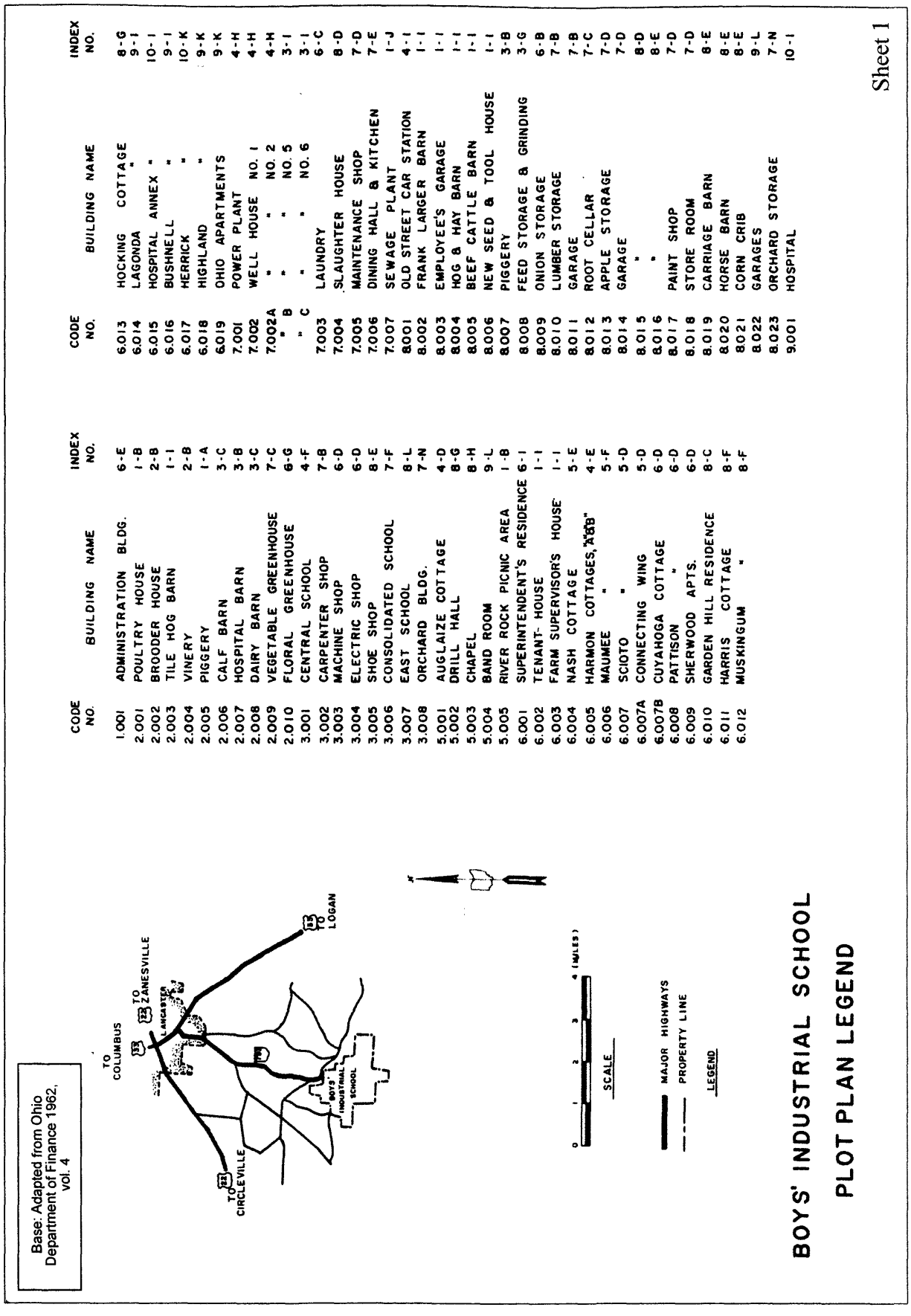
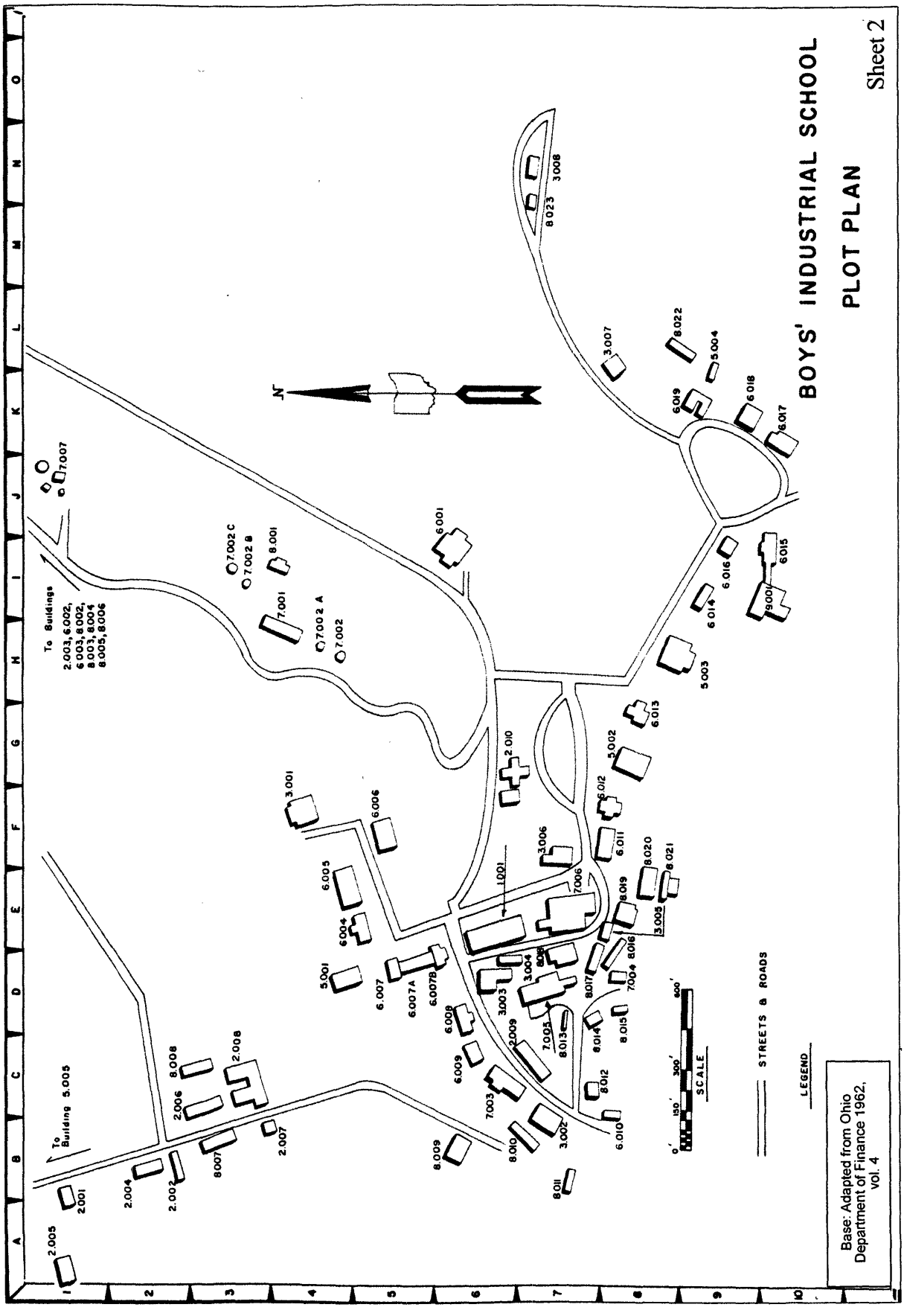



Figure 2. Southeastern Correctional Institution (formerly the Boys' Industrial School) location map (Sheet 1) and site plan (Sheet 2).

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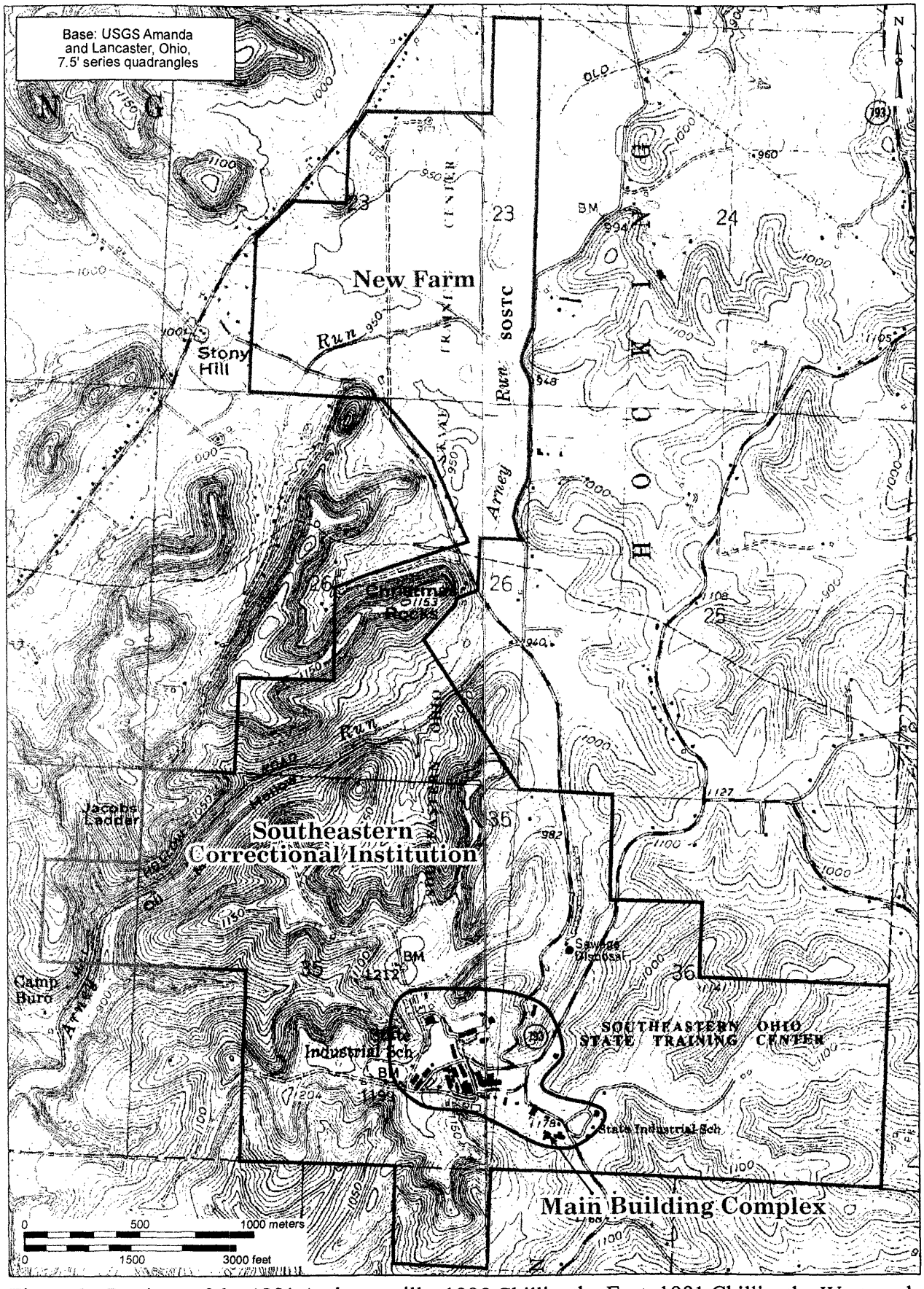



Figure 3. Portions of the 1981 Andersonville, 1985 Chillicothe East, 1981 Chillicothe West, and 1992 Kingston quadrangles (USGS 7.5' topographic maps) showing the location of the Southeastern Correctional Institution, the new farm, and the main building complex.

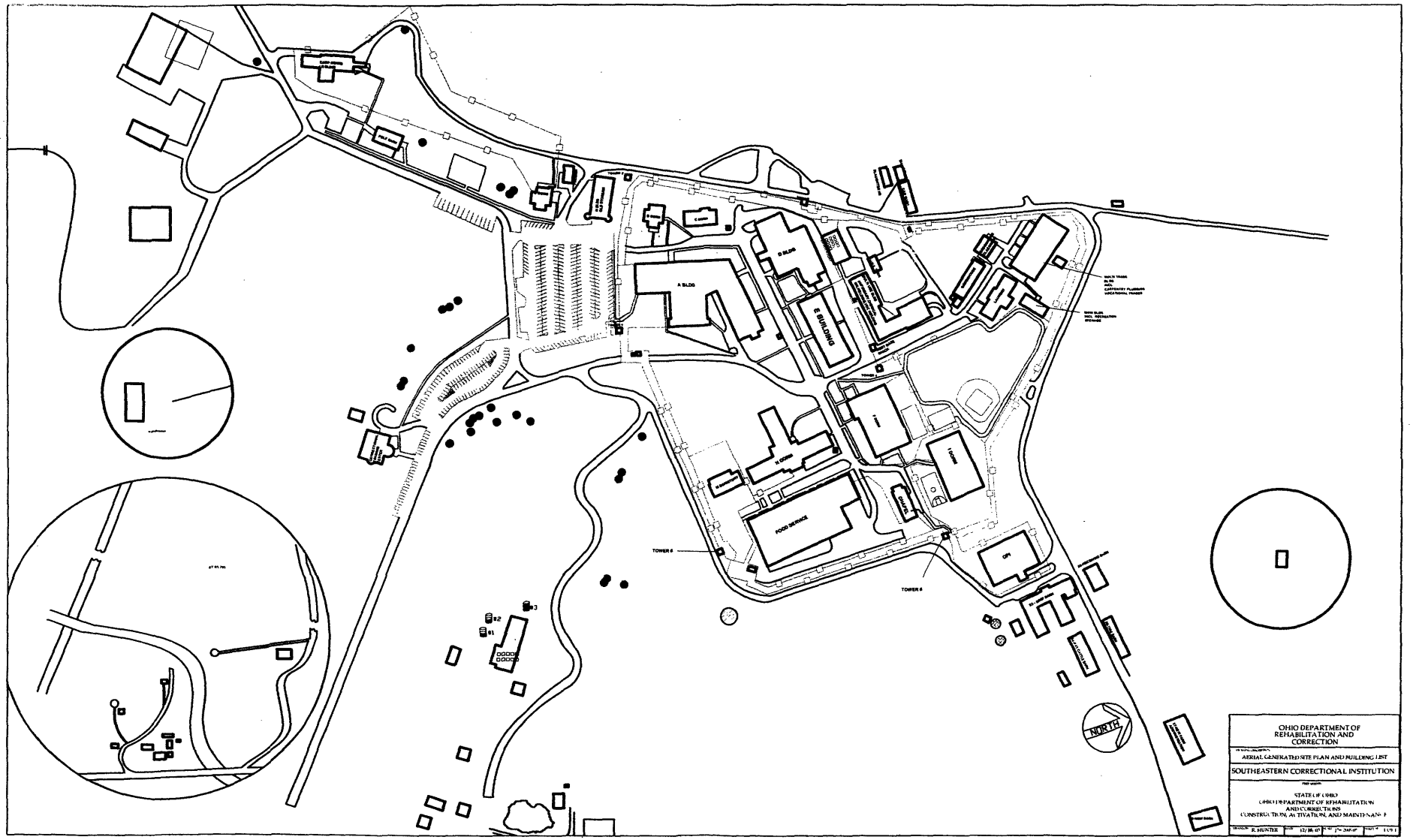
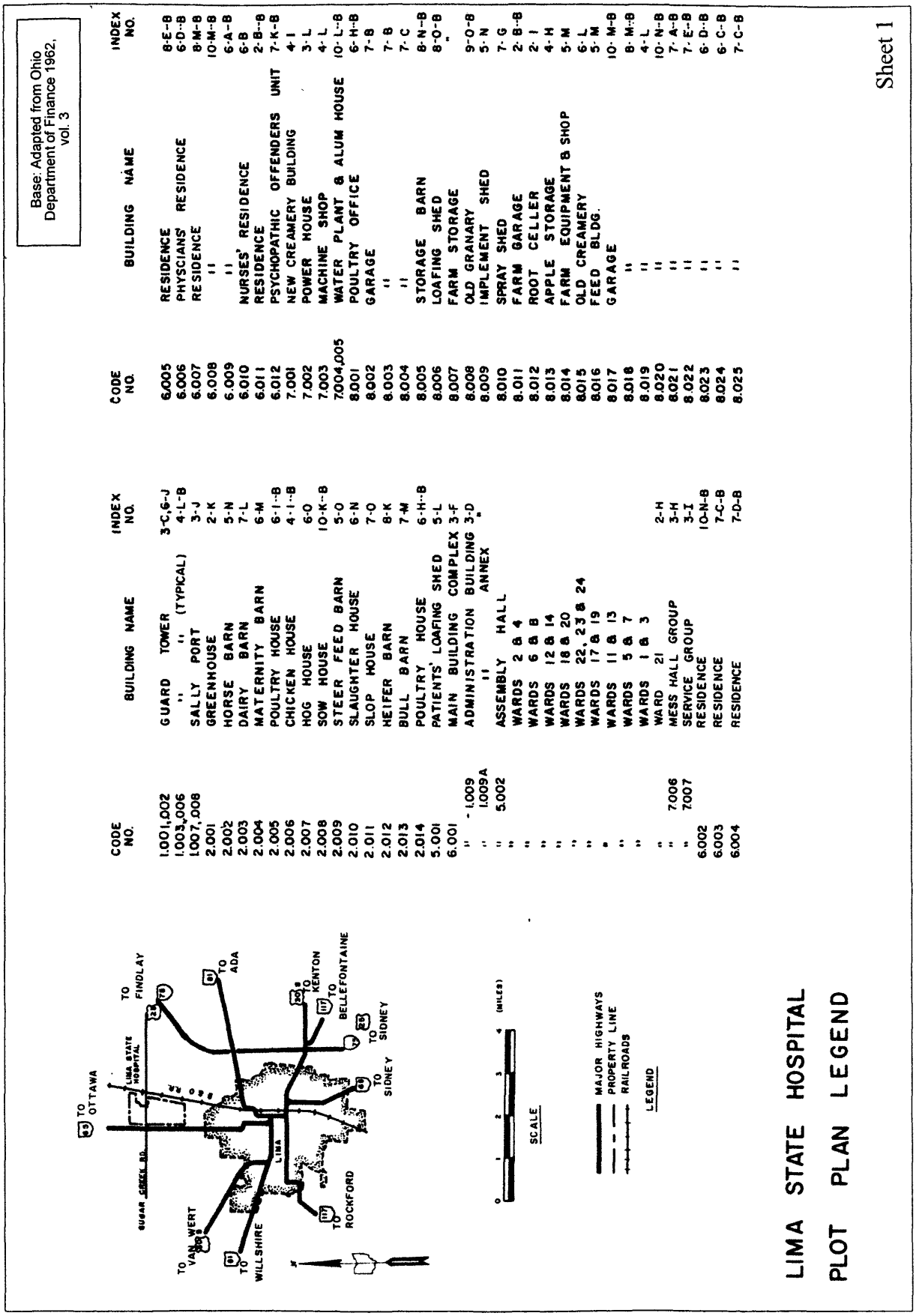



Figure 4. Current site plan of the Southeastern Correctional Institution.




| CODE NO. | BUILDING NAME | INDEX NO. |
|---|---|---|
| 1.001,002 | GUARD TOWER | 3-C,6-J |
| 1.003,006 | " " (TYPICAL) | 4-L-B |
| 1.007,008 | SALLY PORT | 3-J |
| 2.001 | GREENHOUSE | 2-K |
| 2.002 | HORSE BARN | 5-N |
| 2.003 | DAIRY BARN | 7-L |
| 2.004 | MATERNITY BARN | 6-M |
| 2.005 | POULTRY HOUSE | 6-I-B |
| 2.006 | CHICKEN HOUSE | 4-I-B |
| 2.007 | HOG HOUSE | 6-O |
| 2.008 | SOW HOUSE | 10-K-B |
| 2.009 | STEER FEED BARN | 5-O |
| 2.010 | SLAUGHTER HOUSE | 6-N |
| 2.011 | SLOP HOUSE | 7-O |
| 2.012 | HEIFER BARN | 8-K |
| 2.013 | BULL BARN | 7-M |
| 2.014 | POULTRY HOUSE | 6-H-B |
| 5.001 | PATIENTS' LOAFING SHED | 5-L |
| 6.001 | MAIN BUILDING COMPLEX | 3-F |
| " - 1.009 | ADMINISTRATION BUILDING | 3-D |
| " 1.009A | " ANNEX | " |
| " 5.002 | ASSEMBLY HALL | |
| " | WARDS 2 & 4 | |
| " | WARDS 6 & 8 | |
| " | WARDS 12 & 14 | |
| " | WARDS 18 & 20 | |
| " | WARDS 22, 23 & 24 | |
| " | WARDS 17 & 19 | |
| " | WARDS 11 & 13 | |
| " | WARDS 5 & 7 | |
| " | WARDS 1 & 3 | |
| " | WARD 21 | 2-H |
| " 7.006 | MESS HALL GROUP | 3-H |
| " 7.007 | SERVICE GROUP | 3-I |
| 6.002 | RESIDENCE | 10-N-B |
| 6.003 | RESIDENCE | 7-C-B |
| 6.004 | RESIDENCE | 7-D-B |
| 6.005 | RESIDENCE | 8-E-B |
| 6.006 | PHYSCIANS' RESIDENCE | 6-D-B |
| 6.007 | RESIDENCE | 8-M-B |
| 6.008 | " | 10-M-B |
| 6.009 | " | 6-A-B |
| 6.010 | NURSES' RESIDENCE | 6-B |
| 6.011 | RESIDENCE | 2-B-B |
| 6.012 | PSYCHOPATHIC OFFENDERS UNIT | 7-K-B |
| 7.001 | NEW CREAMERY BUILDING | 4-I |
| 7.002 | POWER HOUSE | 3-L |
| 7.003 | MACHINE SHOP | 4-L |
| 7.004,005 | WATER PLANT & ALUM HOUSE | 10-L-B |
| 8.001 | POULTRY OFFICE | 6-H-B |
| 8.002 | GARAGE | 7-B |
| 8.003 | " | 7-B |
| 8.004 | " | 7-C |
| 8.005 | STORAGE BARN | 8-N-B |
| 8.006 | LOAFING SHED | 8-O-B |
| 8.007 | FARM STORAGE | " |
| 8.008 | OLD GRANARY | 9-O-B |
| 8.009 | IMPLEMENT SHED | 5-N |
| 8.010 | SPRAY SHED | 7-G |
| 8.011 | FARM GARAGE | 2-B-B |
| 8.012 | ROOT CELLER | 2-I |
| 8.013 | APPLE STORAGE | 4-H |
| 8.014 | FARM EQUIPMENT & SHOP | 5-M |
| 8.015 | OLD CREAMERY | 6-L |
| 8.016 | FEED BLDG. | 5-M |
| 8.017 | GARAGE | 10-M-B |
| 8.018 | " | 8-M-B |
| 8.019 | " | 4-L |
| 8.020 | " | 10-N-B |
| 8.021 | " | 7-A-B |
| 8.022 | " | 7-E-B |
| 8.023 | " | 6-D-B |
| 8.024 | " | 6-C-B |
| 8.025 | " | 7-C-B |

Figure 5. Lima Correctional Institution (formerly the Lima State Hospital) location map (Sheet 1) and site plans (Sheets 2 and 3).

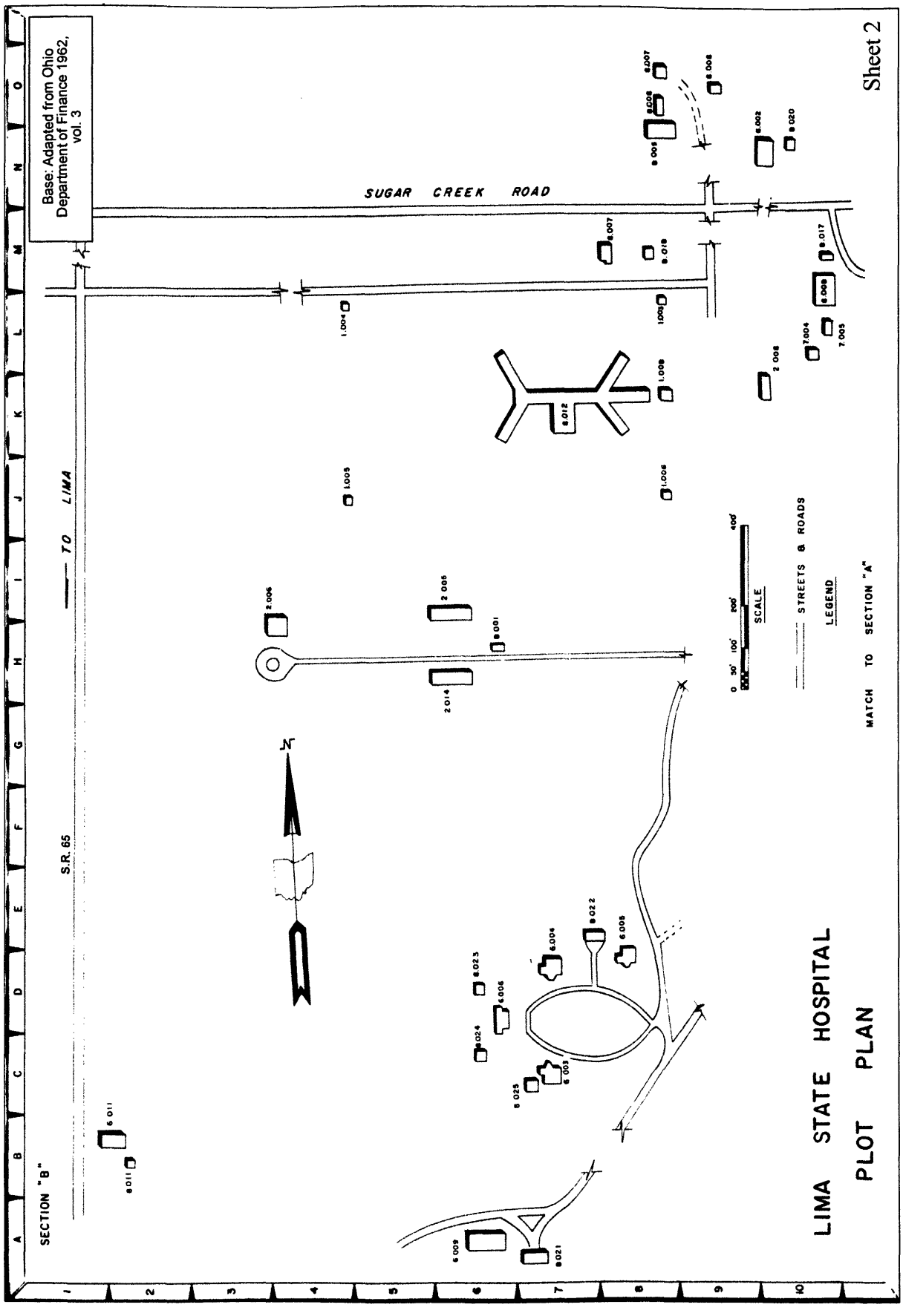



Figure 5. Lima Correctional Institution (formerly the Lima State Hospital) location map (Sheet 1) and site plans (Sheets 2 and 3).

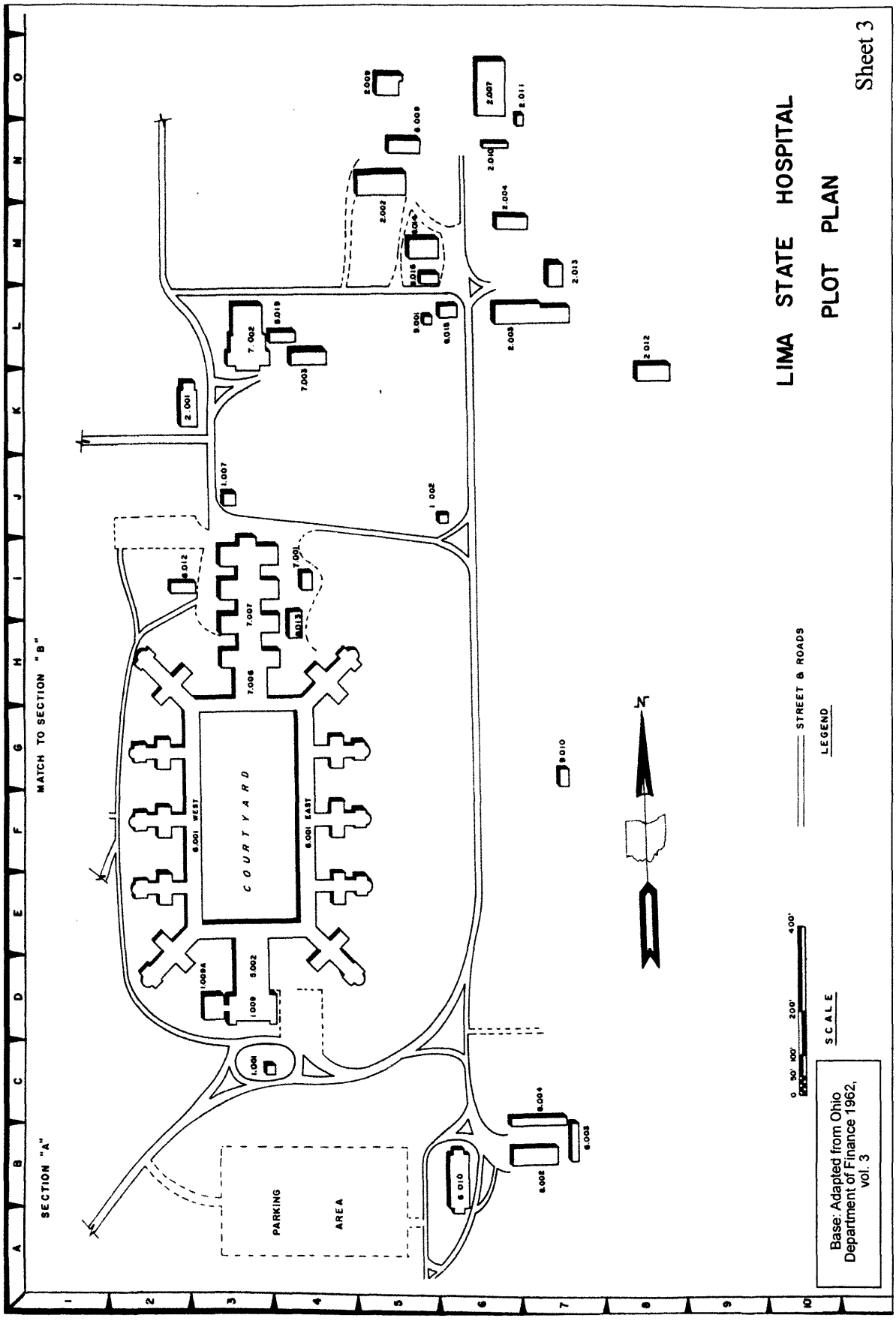



Figure 5. Lima Correctional Institution (formerly the Lima State Hospital) location map (Sheet 1) and site plans (Sheets 2 and 3).

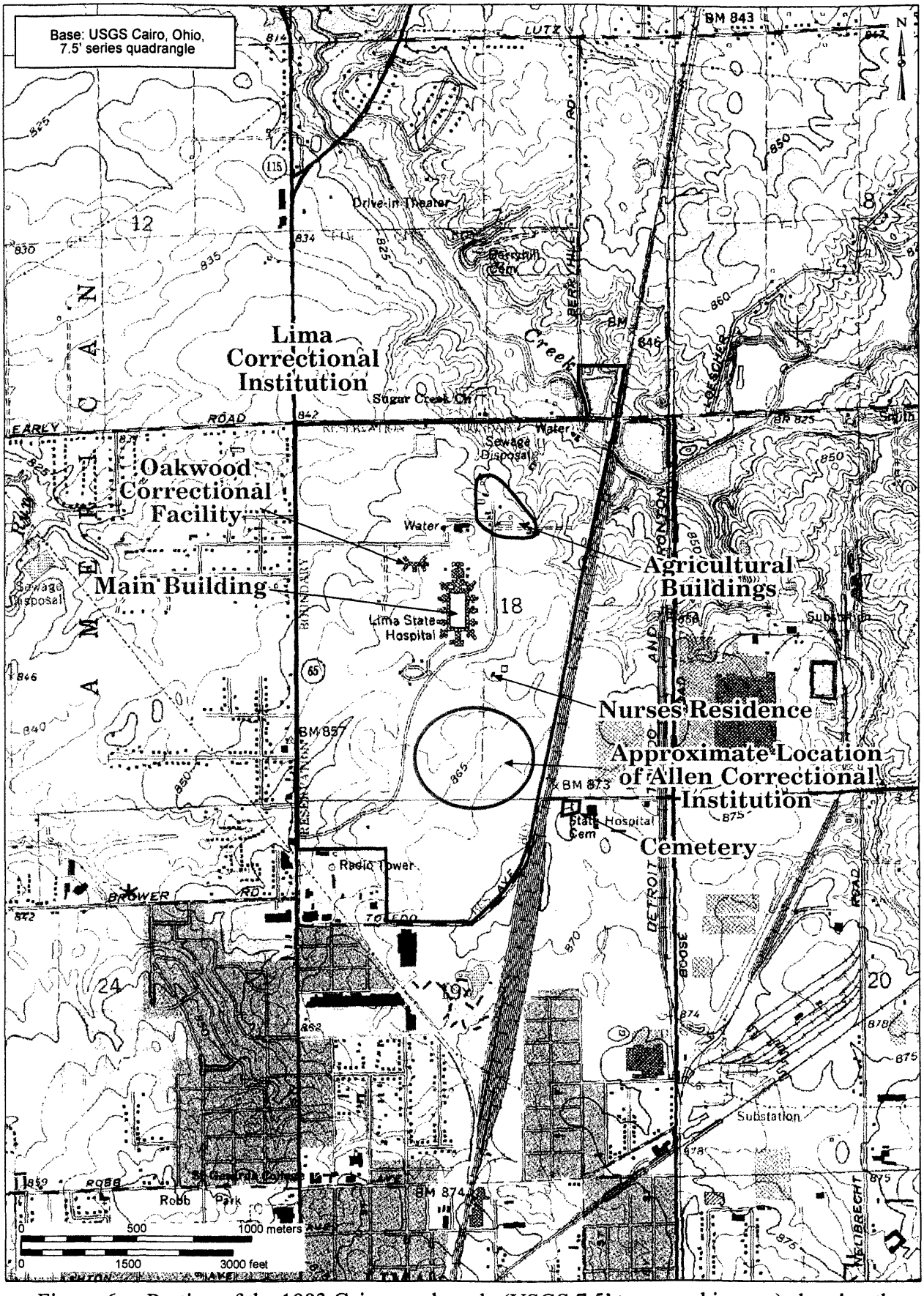



Figure 6. Portion of the 1983 Cairo quadrangle (USGS 7.5' topographic map) showing the location of the Lima Correctional Institution, the Allen Correctional Institution, the Oakwood Correctional Facility, and various associated sites and complexes.

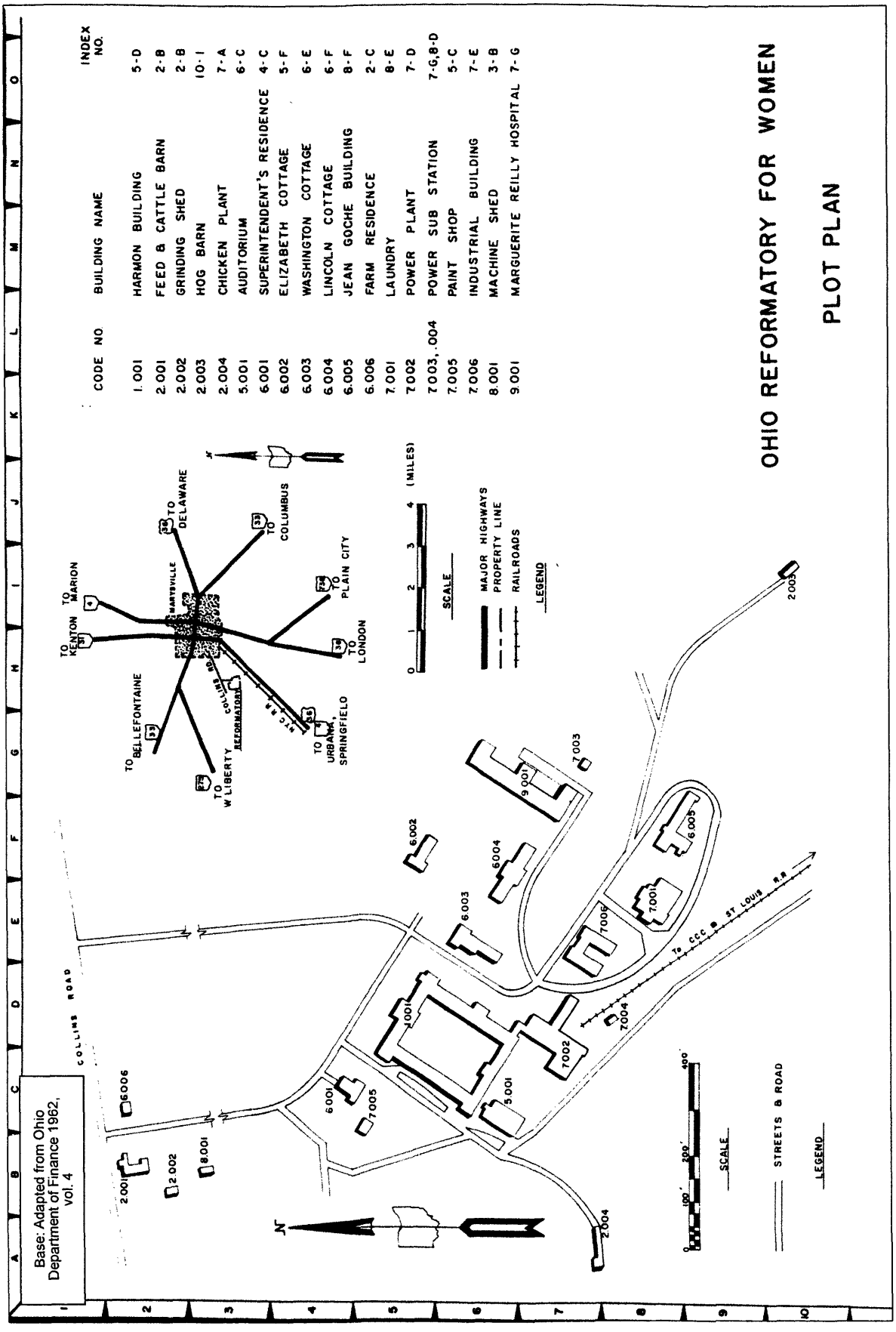



Figure 7. Ohio Reformatory for Women location map and site plan.

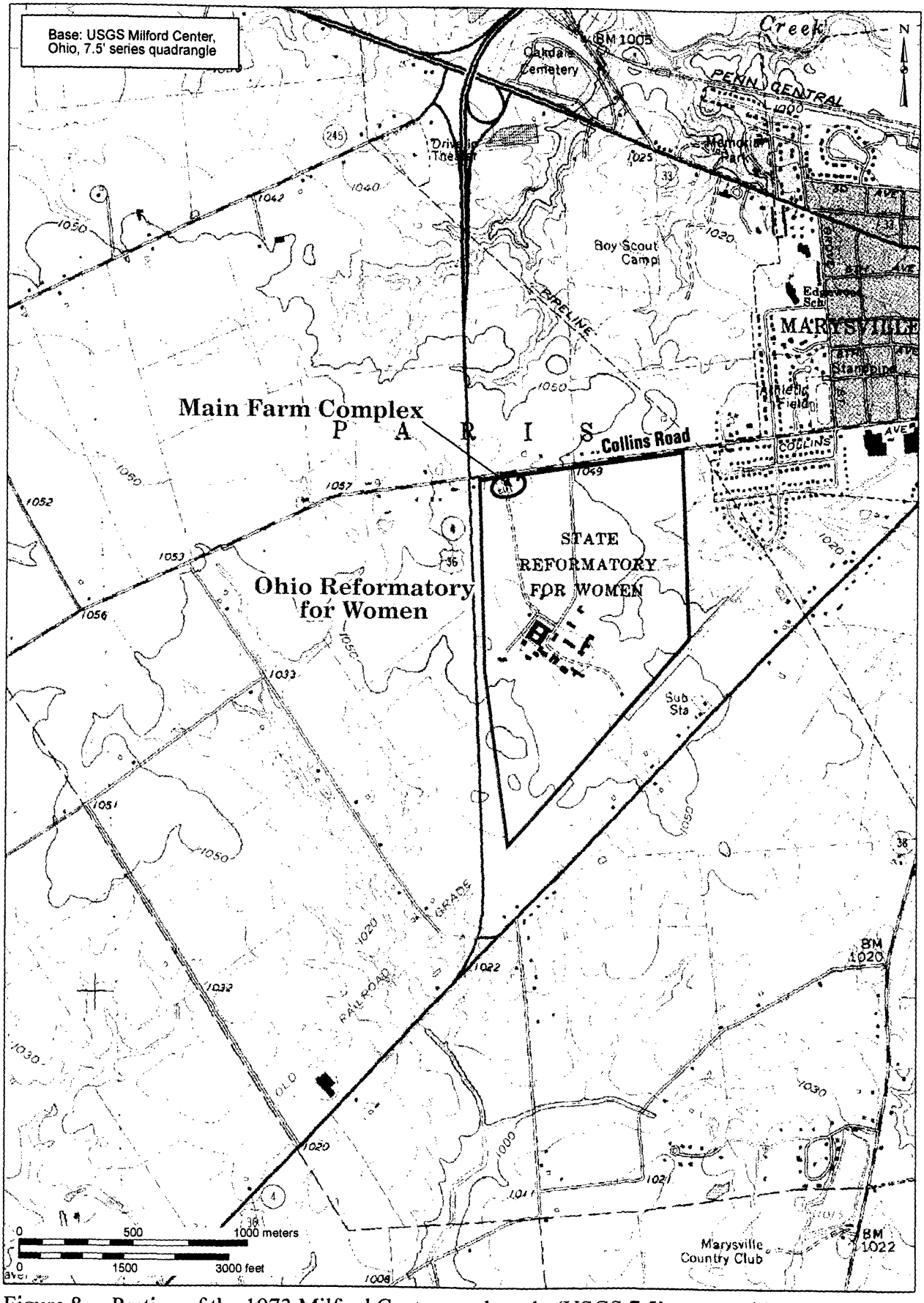



Figure 8. Portion of the 1973 Milford Center quadrangle (USGS 7.5' topographic map) showing the location of the Ohio Reformatory for Women.

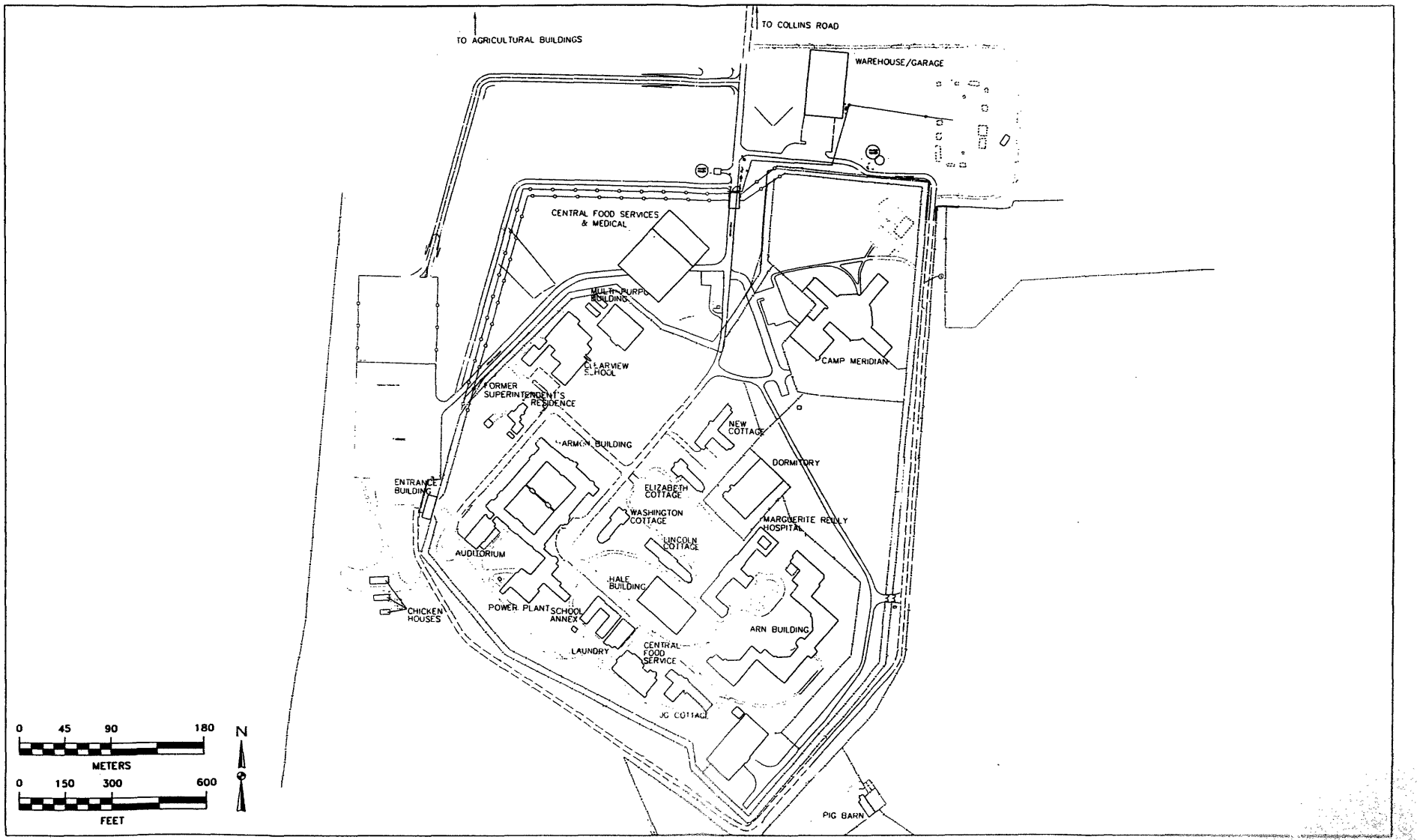
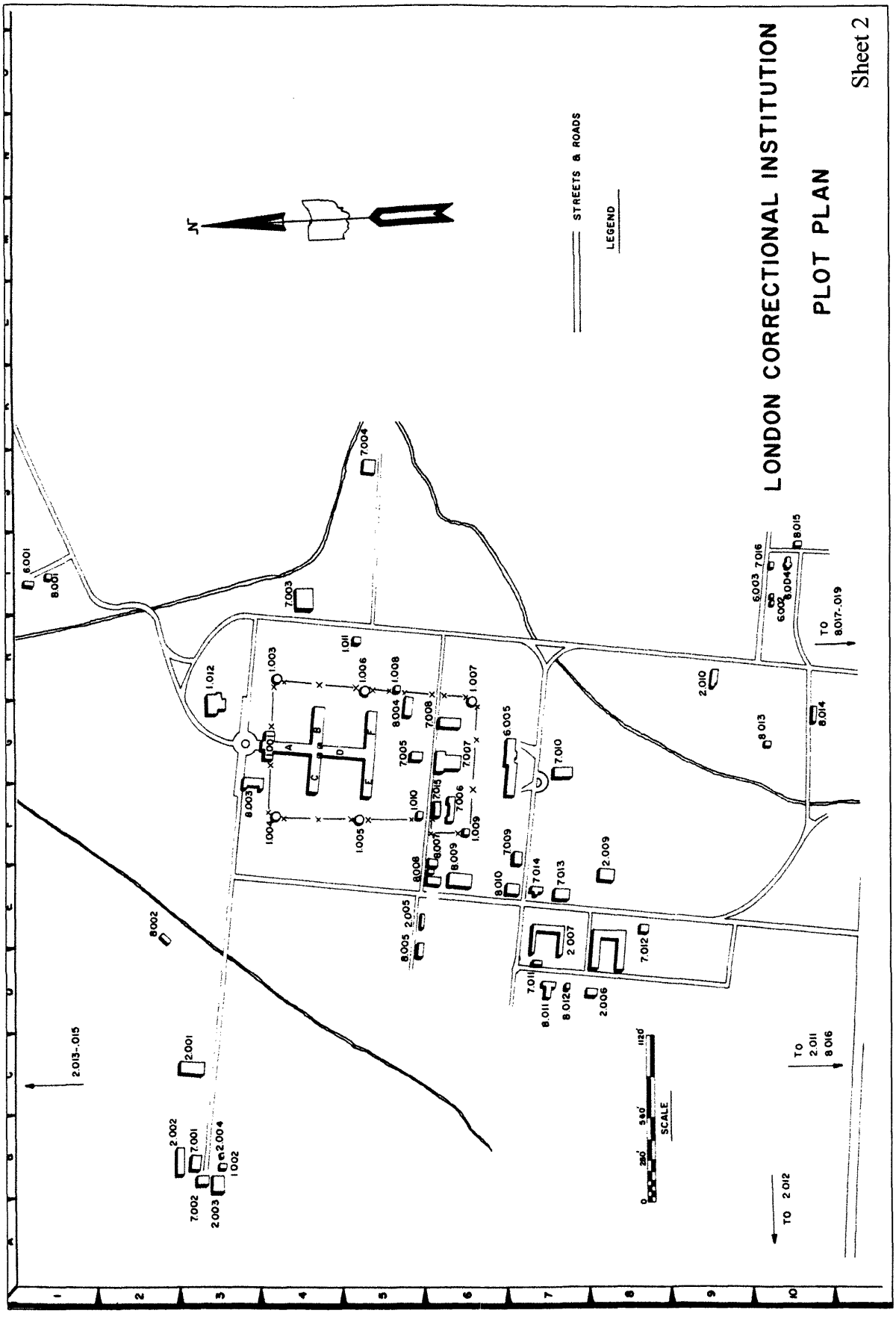



Figure 9. Current site plan of the Ohio Reformatory for Women.

Figure 10. London Correctional Institution location map (Sheet 1) and site plan (Sheet 2).

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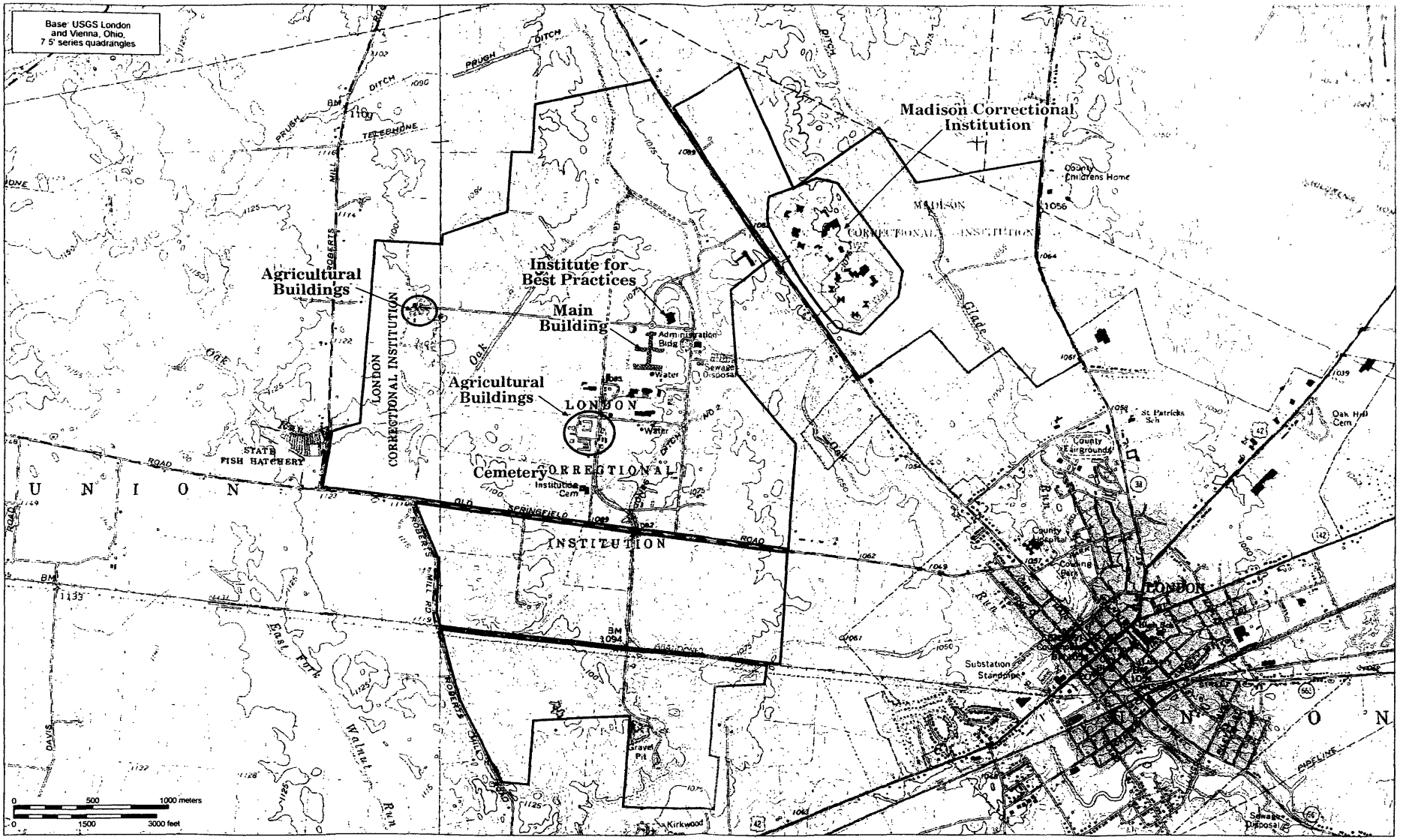


Figure 11. Portions of the 1995 London and 1991 South Vienna quadrangles (USGS 7.5' topographic maps) showing the location of the London Correctional Institution, the Madison Correctional Institutuin, and various associated sites and complexes.

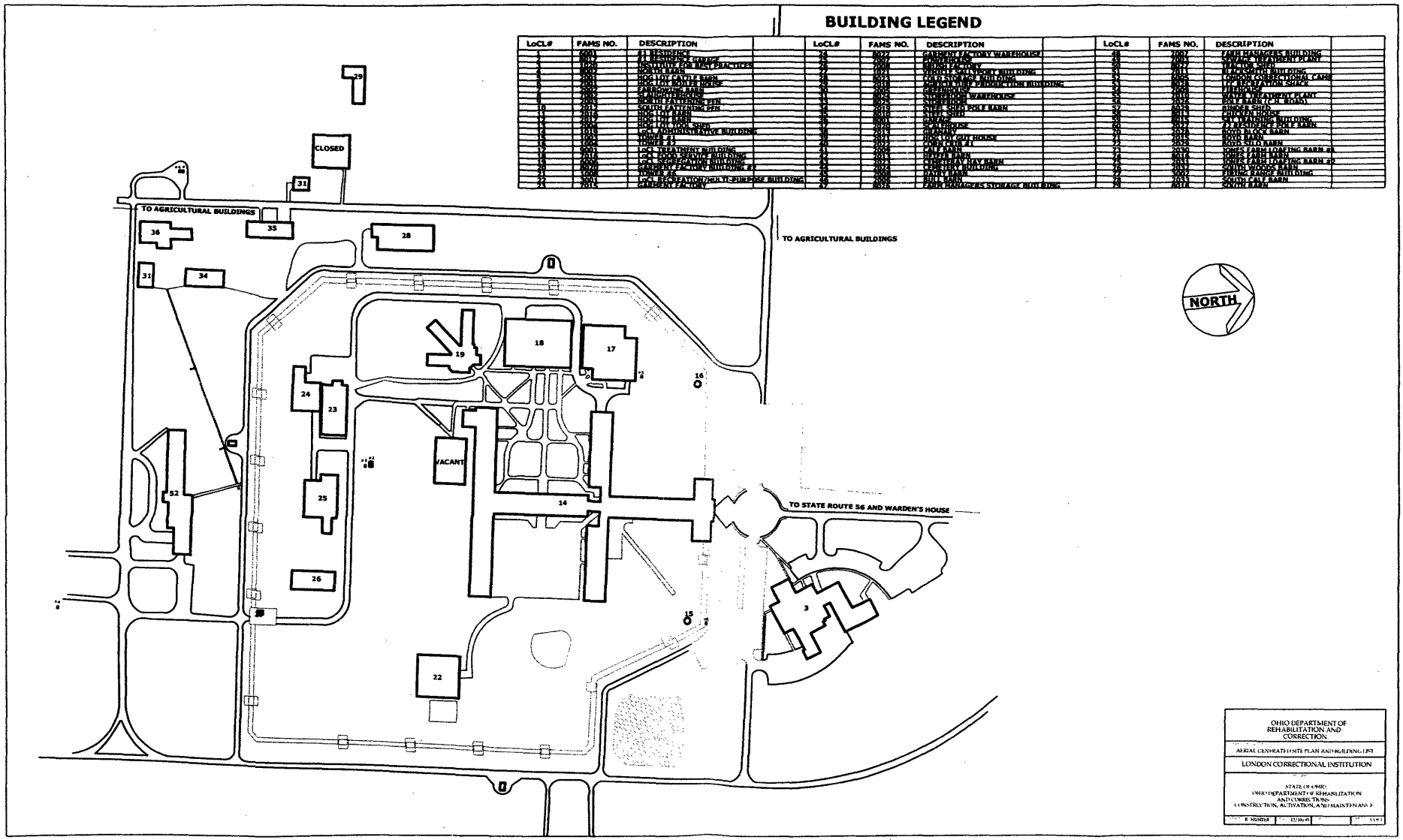


Figure 12. Current site plan of the London Correctional Institution.

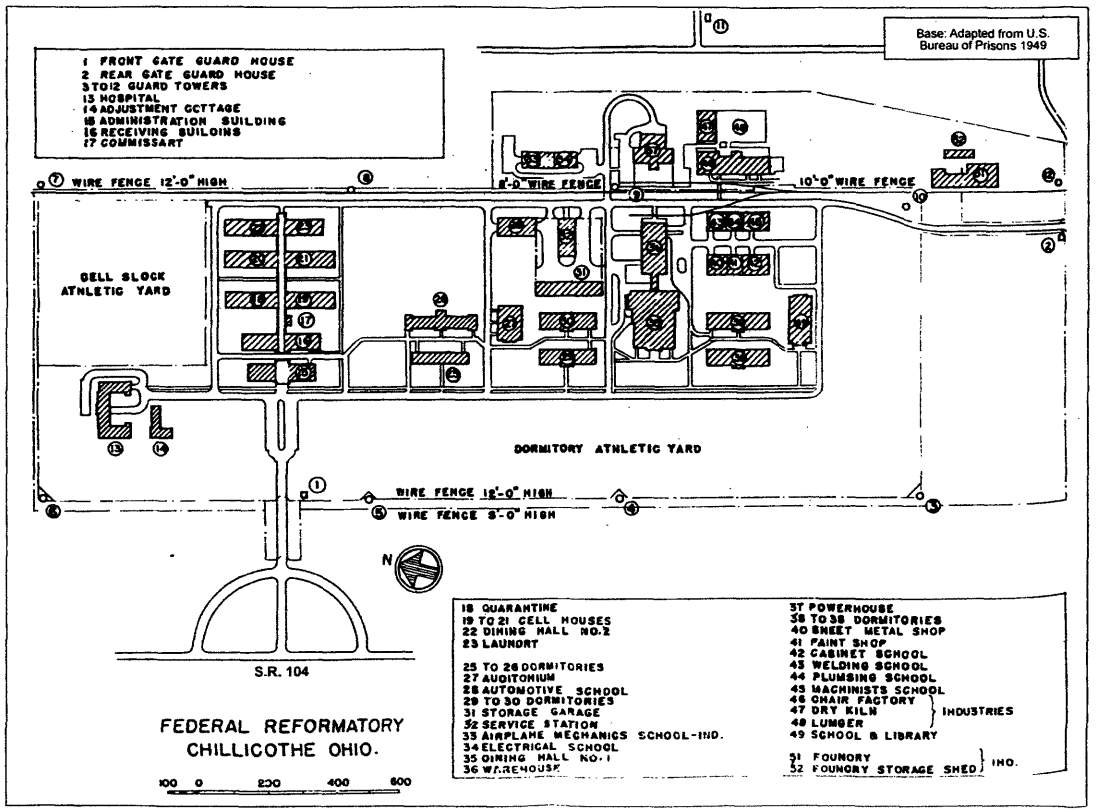


Figure 13. Site plan of the former Federal Reformatory, now part of the Chillicothe Correctional Institution.

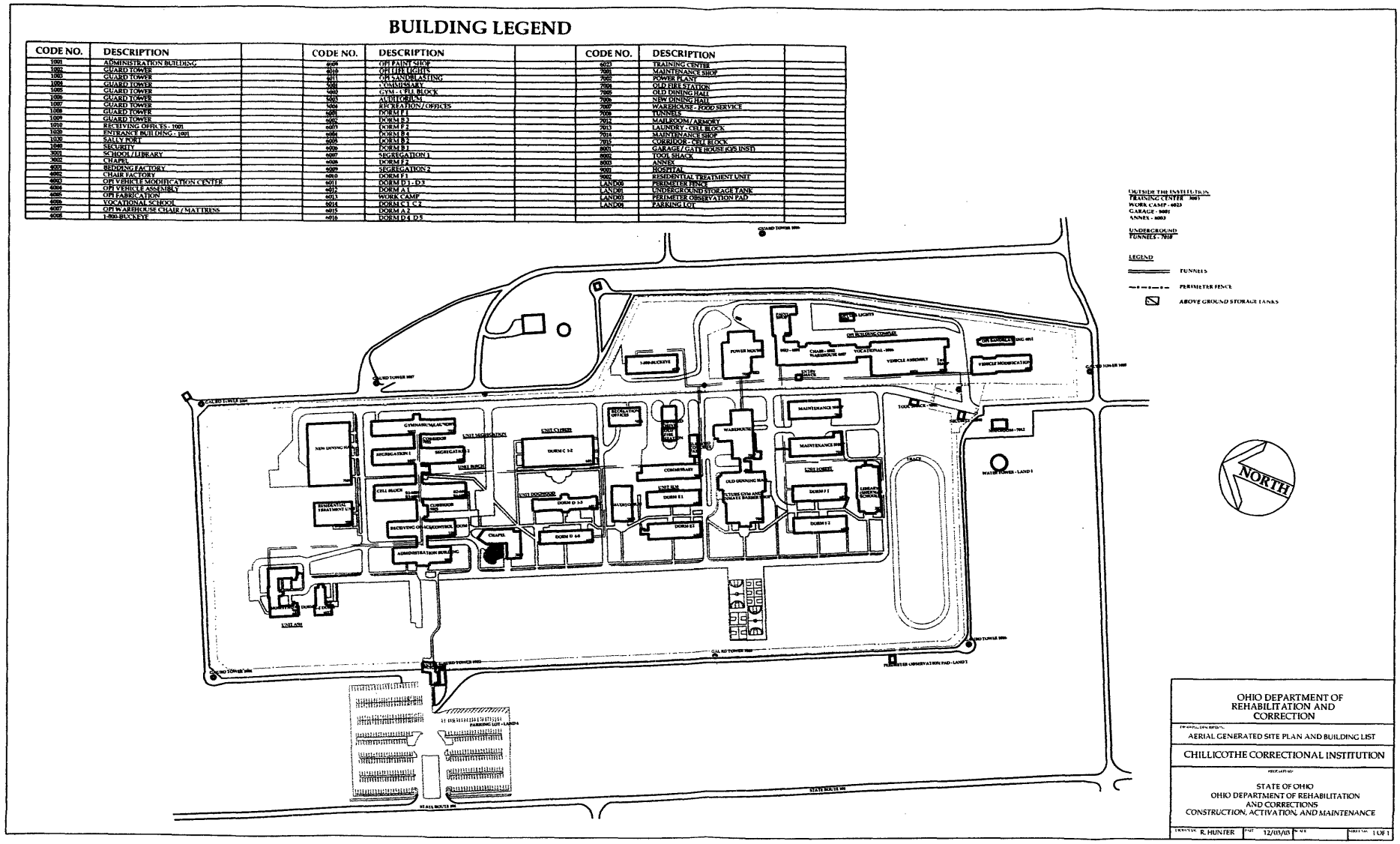


Figure 14. Current site plan of the Chillicothe Correctional Institution.

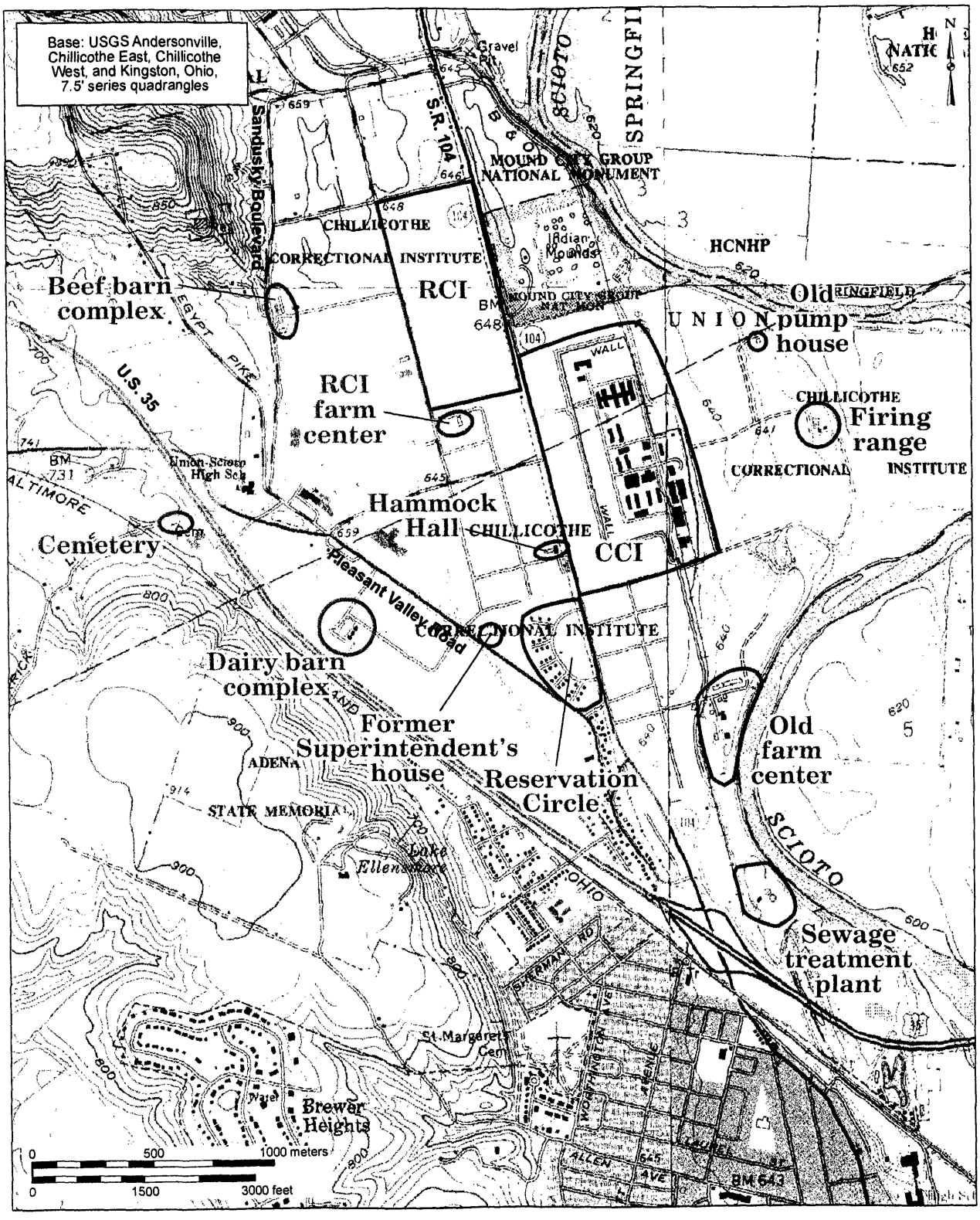


Figure 15. Portions of the 1981 Andersonville, 1985 Chillicothe East, 1981 Chillicothe West, and 1992 Kingston quadrangles (USGS 7.5' topographic maps) showing the location of the Chillicothe Correctional Institution, Ross Correctional Institution, and various associated sites and complexes.